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ABSTRACT

This report recommends a 10-year plan for changes in services to people with intellectual disabilities in Victoria, Australia. Intended key outcomes of the plan include: increases in the numbers of clients receiving direct residential support in community-based accommodations; reductions in numbers of adult clients resident in large scale congregate facilities; more clients in adult day programs; development of the case management system; expansion of local residential service teams; greater numbers of trained staff; and new specialist services. Following an overview of the plan and its principles and philosophies, a framework is given for changes in commonwealth, state, and local government activity. The report makes recommendations regarding residential services; housing; specialist child and family services; education; employment; the justice system; behavior and psychiatric services; other services; prevention of intellectual disability; community education; and human resource development. A plan for implementation as well as costing and financial analysis are provided. Seven appendices are given, including: models for local residential service teams and an equity housing cooperative system, a statement regarding future directions for specialist child and family services, a statement from state trustees, recommendations regarding vocational services, population assumptions and a glossary of terms. (JDD)

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COMMUNITY
SERVICES
VICTORIA
Office of
Intellectual
Disability
Services

CSV

# TEN YEAR PLAN FOR THE REDEVELOPMENT OF INTELLECTUAL DISABILITY SERVICES

## FINAL REPORT

AUGUST 1988

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**Neilson Associates Pty. Ltd.**
Planning & Management Consultants

COMMUNITY
SERVICES
VICTORIA
Office of
Intellectual
Disability
Services
CSV

# TEN YEAR PLAN FOR THE REDEVELOPMENT OF INTELLECTUAL DISABILITY SERVICES

## FINAL REPORT
## AUGUST 1988

ISBN 0 7241 9197 6

Neilson Associates Pty Ltd. (Incorporated in the A.C.T.)

**PLANNING & MANAGEMENT CONSULTANTS**

Principals: LYNDSAY R. NEILSON JOHN S. HYSLOP
Suite 7, 108 Bunda Street, Canberra ACT 2601. G.P.O. Box 289 Canberra ACT 2601
☎ (062) 48 7647 (062) 47 8749 Melbourne Office: (03) 429 4500 Brisbane Office: (07) 870 8935

8 August 1988

Mr. Race Mathews,
Minister for Community Services
55 Swanston Street,
MELBOURNE.

Dear Mr. Mathews,

I have pleasure in submitting for your consideration the Final Report on the Ten-Year Plan for the Redevelopment of Intellectual Disability Services.

Preparation of the Report has been a complex process involving contributions by many people, including staff of your Department, staff of other agencies of Government, officers of many non-government agencies, union officials, members of the community, experts in the field of intellectual disability from across Australia and overseas, and people with intellectual disabilities themselves.

It is our hope as consultants that the Report both responds to and builds on the ideas and concerns of all those who have contributed to the Plan. Certainly our recommendations reflect the desire for change in services for people with intellectual disabilities which has been expressed to us by many groups, most particularly the clients of current services.

We have recommended major changes over the next few years in the nature of services and the way they are delivered. We have made these recommendations because it is clearly apparent that a totally new approach to service provision is needed. That approach involves progressively but speedily replacing institutional forms of service with more humane and valued services and support systems in the community.

Achieving that result over the next decade will be a significant challenge for your Department and for other areas of Government, as well as for the community as a whole.

I look forward to your consideration of the Report and to the processes of implementation which will follow the Government's decisions on its recommendations.

Yours sincerely,

Lyndsay Neilson

# TEN YEAR PLAN FOR THE REDEVELOPMENT OF INTELLECTUAL DISABILITY SERVICES

## FINAL REPORT

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# SECTION A:

# BACKGROUND, OVERVIEW AND RECOMMENDATIONS

# 1. INTRODUCTION

*This report is the final report of a two-year consultancy undertaken by Neilson Associates Pty Ltd in association with the Office of Intellectual Disability Services for the Minister for Community Services. The project was initiated in 1986 to review services available to Victorians with an intellectual disability, develop a profile of people requiring or likely to require services and to prepare a plan for the redevelopment of services over the next ten years, based on consumer requirements.*

*The Plan provides a basis for implementing the Intellectually Disabled Persons' Services Act 1986. In particular, it gives directions for the development of community-based services, examines the future of the State's major residential institutions, and provides an implementation strategy that takes into account related legislation and contemporary social policy.*

*There have been three main stages of the work:*

- *Analysis of needs and services, and preparation of an Interim Report;*
- *A programme of public consultation on service redevelopment proposals; and*
- *Preparation of the Final Report recommending new directions for service development.*

*The Final Report recommends a new approach to service development and provision, and incorporates specific recommendations relating to the future of particular services. It is presented to the Government for consideration, and as a basis for action on the recommendations.*

*Many people have contributed to the review and to this Report. Their contributions are acknowledged in a separate section.*

## 1.1 The Interim Report

In June 1987 Cabinet agreed that the Minister for Community Services should release our initial discussion document, the **Interim Report on the Ten Year Plan for the Redevelopment of Intellectual Disability Services**, as a basis for public consultation.

The Interim Report set out the context and objectives of the planning process and put forward proposals for service redevelopment based on an analysis of:

- the principles and requirements of the Intellectually Disabled Persons' Services Act 1986;
- the characteristics of the population of Victorians with intellectual disabilities; and
- the strengths and weaknesses of current service system.

The objectives of the Interim Report were to:

- identify the population of Victorians with intellectual disabilities by degree of disability, age and location;
- identify current services, their coverage, effectiveness and shortcomings;
- review the role of CSV/OIDS and identify its capabilities and shortcomings;
- identify the form and magnitude of resources allocated to the provision of services;
- present broad directions for the future development of services to people with intellectual disabilities and their families;
- identify the requirement for, and timing of, change; and
- provide advice on the needed changes to Government, clients, parents, service providers, staff, unions and other interested parties.

The proposals set out in the Interim Report provided a basis for discussion, both within Government and in the wider community, of a range of services which reflect the principles of the legislation, the experience gained throughout Australia and in other countries and the conclusions from academic and applied research carried out in recent years. The proposals described goals for each of the major areas of service activity and for clients in each selected age-group.

The broad service directions proposed for the future included:

- a strong emphasis on reducing the incidence of intellectual disability in the population through preventive measures and public health education;
- development of more effective family and children's services, to support families with an intellectually disabled child at home;
- continued integration of children with intellectual disabilities into the mainstream education system, and expansion of educational opportunities for adults;
- the development of alternatives to congregate care for children with intellectual disabilities;
- the creation of new housing opportunities for adults with intellectual disabilities, focussed on small group homes and the provision of needed support and supervision at home;
- the development of more flexible means of funding and delivering community-based services, including wider participation by Local Government and greater use of services generally available in the community (i.e.: generic services);
- a programme of affirmative action in support of employment for people with intellectual disabilities;
- a programme for the possible closure of major State Training Centres and a process for assisting people with intellectual disabilities currently residing in State Training Centres to move to supported community-based services;
- changes to the role and structure of CSV/OIDS Regional Services;
- a programme of community education with respect to the capabilities and needs of people with intellectual disabilities; and
- the expansion of universally available community services and educational, employment and other opportunities to support people with intellectual disabilities and provide them with new life opportunities and choices.

The three volumes of the Interim Report, and the Executive Summary which set out the proposals in a separate volume from the data and analysis of the other volumes, were widely circulated. Seven thousand copies of the Executive Summary and one thousand copies of the full Report were distributed throughout Victoria, to other States, and to agencies and interested people overseas.

The Interim Report remains relevant to the project. This Final Report does not attempt to reproduce the analysis and data presented in the Interim Report. Instead, it concentrates on presenting proposals for future service development and recommending actions to be taken by the Government.

## 1.2 The Public Consultation

From 1st July to 30th October 1987, the Interim Report was read and discussed by over ten thousand people, many of whom attended one or more of the meetings convened to consider the contents of the Report and the service development proposals.

An independent Steering Committee, comprising senior representatives from those Government Departments most closely concerned with the provision of services to people with intellectual disabilities, was created to supervise the consultation process.

This Committee was supported by a Secretariat which organized, either directly or through Regional Consultative Councils, meetings throughout Victoria at which the Report and its proposals were discussed.

The Consultation Secretariat itself received guidance on consultation procedures from an Advisory Committee comprising representatives of clients, parents, service providers, trade unions, the ethnic community and client advocates.

The objectives of the Consultation were to:

- promote wide community discussion about future policy directions and service requirements in the area of intellectual disability services;
- enable people with intellectual disabilities to contribute as fully as possible to the planning of future services;
- provide opportunities for interested and involved groups and individuals to influence decision-making;
- facilitate consultation with particular groups with a special interest or concern in the area;
- develop community awareness of issues relating to intellectual disability;
- provide as many avenues as possible through which the community could submit relevant information;
- enable the identification of common interests between community groups in order to aggregate community opinion; and
- assess the acceptability of the proposals in the Interim Report.

In addition to public meetings throughout Victoria, meetings were arranged for ethnic groups, with residents in State Training Centres and with CSV/OIDS staff. Many organizations also arranged meetings with their own staff or members. The Hospital Employees' Federation No. 2 Branch arranged an extensive consultation programme among its members.

In all cases, participants were encouraged to prepare submissions to the Consultation Steering Committee, and the views expressed and questions asked at public meetings were recorded. All submissions were treated as confidential.

The report from the Consultation Steering Committee was presented to the Minister for Community Services following comments from the Consultation Advisory Committee and the Ministerial Consultative Council on Intellectual Disability.

On 28th January 1988, the Minister released, for public information, the **Redevelopment of Intellectual Disability Services—Consultation Report**, and also formally provided that document to the Study Team for their consideration in the development of the Final Report.

The significant outcomes of the Consultation were:

- strong support for the underlying philosophy of the Interim Report and for new service directions;
- strong support among residents of institutions for proposals which offered them community-based residential opportunities (the consultation with residents was an important initiative in involving clients in service planning);
- some scepticism regarding the desire of the Government and the skills of the bureaucracy to pursue effectively the directions proposed;
- some resistance to the closure of State Training Centres, principally from some parents of clients residing in State Training Centres, based on uncertainty about the support likely to be provided to their intellectually disabled family members in a community-based setting;
- fears that some residents of State Training Centres would be unable to cope with life in the community.

There are many more detailed findings presented in the Consultation Report, which make it just as relevant to the whole project as is the Interim Report.

In developing the recommendations contained in this Final Report, we have taken full account of both the conclusions drawn from the consultation process and the views expressed by the Minister as a result of his consideration of the views of Victorians expressed throughout that process.

## 1.3 The Final Report

The purpose of the Final Report is to make recommendations to the Minister for Community Services and the Government on the future of services for people with intellectual disabilities in Victoria.

We take a strong philosophical position with respect to future services, reflecting Australian and international experience and the principles and objectives of the Intellectually Disabled Persons' Services Act 1986. Putting those principles and objectives into effect is a primary purpose of the Final Report.

It also reflects the support revealed during the consultation process for a new approach to services for people with intellectual disabilities. The community generally expects the Government to provide services which respect the rights of people with intellectual disabilities to live within the community and to enjoy all the opportunities and challenges that other Victorians enjoy. This expectation is consistent with the Government's commitment to Social Justice for all Victorians, a commitment stated in its Social Justice Strategy which forms an important basis for this Plan.

We describe new services for people with intellectual disabilities and, where appropriate, their families, and set out a recommended programme of action to set those new services in place. We also recommend extensions to some existing services and greatly improved access for people with intellectual disabilities and their families to generally available (generic) services.

There is also a strong emphasis in the Report on assisting families to maintain young children with intellectual disabilities at home, and on providing them with more and better alternatives to an institutional placement if, for whatever reason, maintaining the child at home is not possible.

New and extended support services offered through the Ministry of Education are proposed, including the move of responsibility for adult vocational and further education from CSV/OIDS to the Ministry of Education.

The Report examines the organization and staffing of the Office of Intellectual Disability Services within Community Services Victoria (CSV/OIDS), and describes the management and operational "style" which the organization needs to adopt. It recommends new relationships between CSV/OIDS and clients, including the introduction of a case management system, and new relationships between CSV/OIDS and service organizations, emphasizing financial and managerial autonomy for those organizations within an overall system of planned services.

Affirmative action to provide an array of work opportunities for people with intellectual disabilities remains a major challenge for Victoria and is a key theme in the recommended redevelopment of services, as is the opening up of many other opportunities for people with intellectual disabilities, with appropriate support, to live meaningful and fruitful daily lives.

We place great importance on new staff training programmes, not only for staff involved in directly supporting people with intellectual disabilities, but also for staff in other Government agencies, in the education system, in the TAFE College system, in businesses who may employ people with intellectual disabilities and in other service organizations. Provision for parents to obtain training where they consider this would be helpful, and for effective family counselling, is also made.

The proposal to expand the system of community-based services, including increased access to generic services provided by Local Government, as the preferred alternative to institutional care, is a central theme of the Final Report.

In particular, the Report stresses the important role which Local Government can play in the planning, development and provision of services for people with intellectual disabilities. With State funding, either through generally available support services funded through the Home and Community Care Programme, or through specialised services provided under Funding and Service Agreements, Local Government has a strong capability to establish and offer locally-focussed support services responsive to the needs of people with intellectual disabilities within each local community. By opening up generally available services for access by people with intellectual disabilities, Local Government also has the capability of greatly expanding the service support base for these citizens.

It is expected that if the approach to service redevelopment set out in this Report is pursued with care, energy and commitment, the need for large-scale institutional care will be minimal ten years from now. Community living, in small group homes or as couples or individuals, with appropriate support services at home and during their daily lives, can become a normal way of life for people with intellectual disabilities as it is for others.

### 1.3.1 The Cost of Change

The Final Report indicates clearly to Government that a period of increased expenditure is necessary to make the transition between the present system of services and a new and improved system for the future. New services

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need to be developed while present services continue to operate, to ensure that people with intellectual disabilities, whether residents in Training Centres moving to community settings, or people currently receiving no services at all, are clear beneficiaries of the process of change and are in no way disadvantaged by it.

The pattern of forecast expenditure, assuming that all the elements of the Plan are implemented to the time-scale recommended in this Report, are set out in Chapter 18 and are presented in graph form below. A significant feature shown in this chart is that the recurrent expenditure stabilizes in Year 5 of the plan and begins to decline in Year 9 even allowing for the development of additional community-based services throughout the Plan period.

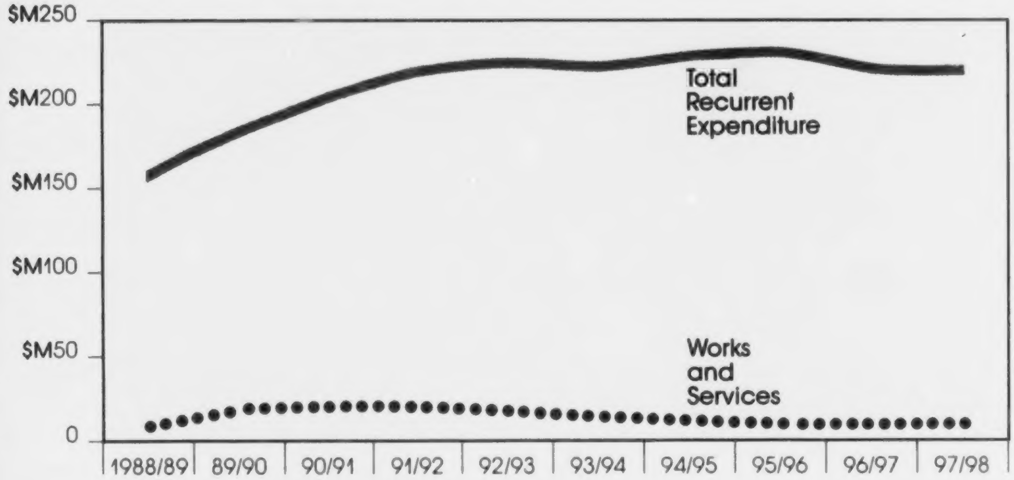

Figure 1.1: PLAN EXPENDITURE CHART

This pattern of expenditure should not be considered in isolation. It needs to be compared with the pattern which would result from a continuation of the current policy of providing staffed Community Residential Units to satisfy the housing and support needs of clients. A backlog of need for residential services has built up in recent years and, if this need plus the requirement to relieve the current overcrowding in Training Centres were to be satisfied over a ten year period, the pattern of expenditure would be as shown in the chart below. It should be noted that this pattern of expenditure includes no increase in respect of the expansion of services other than housing and residential support.

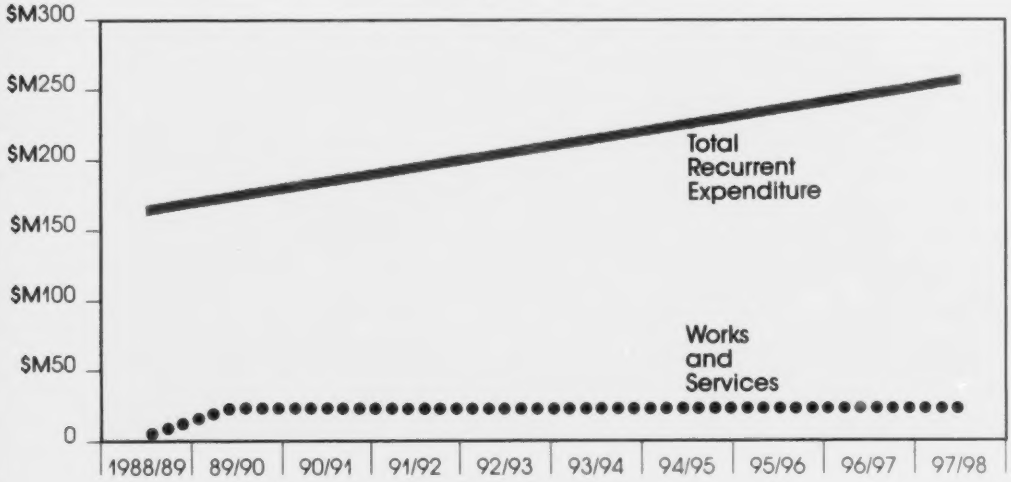

Figure 1.2: CURRENT EXPENDITURE PATTERN

The chart below superimposes the total expenditure for the continuation of the current pattern of expenditure shown above on the projected expenditure for implementation of the Plan. This demonstrates that, on the financial basis assumed in the Report, the development of services in the manner recommended in this Plan need not become an excessive burden on Government funding and may, if our assumed levels of service need prove to be correct, result in some savings when compared with a continuation of current service provision systems.

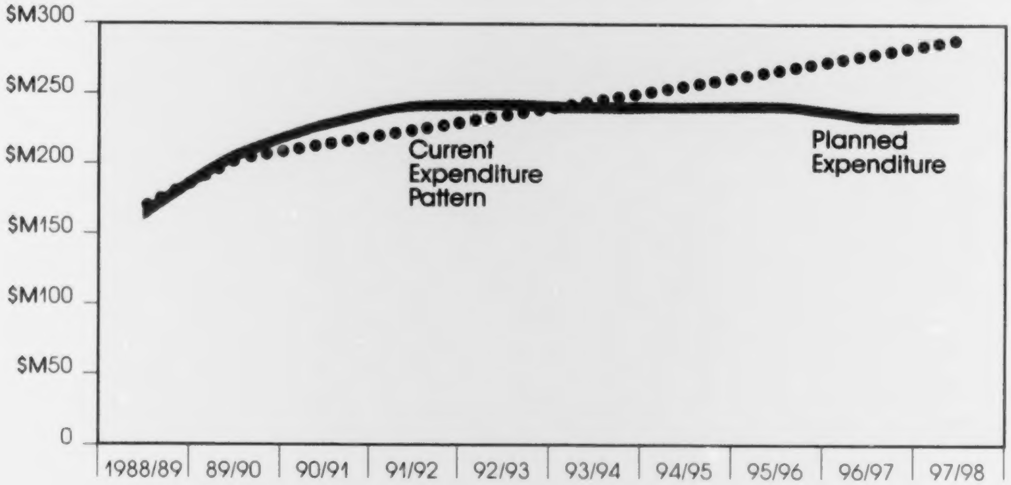

**Figure 1.3: COMPARISON OF CURRENT AND PLANNED EXPENDITURE PATTERNS**

These financial estimates illustrate the feasibility of the proposals for new services set out in the Plan. They do not include costs which may be incurred by some Government agencies who will need to expand their services to a modest extent to facilitate access by people with intellectual disabilities.

The experience of the first few years of implementation of the Plan will show clearly how costs will be affected in detail. The resources then made available by Government will determine the pace at which change can occur and the ultimate capacity and quality of new and expanded service systems.

Irrespective of resource levels, the success of the Ten Year Plan will depend on commitment, by government, by the community, by parents of people with intellectual disabilities, by staff and by people with intellectual disabilities themselves, to achieving an improved lifestyle for these Victorian citizens and their families. The Plan is the continuation of a process of change which began in Victoria in the 1970's, and which has been given a basis in law by the new Act. The Plan, and the change of which it is a part, can only be successful if all affected by it work towards its achievement.

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# 2. OVERVIEW AND RECOMMENDATIONS

*This section provides an overview of the community-based services system which we are recommending be developed to support people with intellectual disabilities and their families. The detail of the proposals, and specific recommendations relating to them, are contained in later sections.*

*The Report is addressed to a wide audience composed of people from differing backgrounds. We have therefore sought to word the Report and the recommendations in terms which are precise and unambiguous whilst avoiding, as far as is possible, technical terms from specific professional disciplines. Nevertheless, a number of terms have been used which are capable of different interpretations by different people. We have therefore included, as Appendix F to the Report, a Glossary of such terms with an explanation of the usage of those terms within this Report.*

## 2.1 Services Generally Available to the Community

The Intellectually Disabled Persons' Services Act sets down the principle that:

> *"Services generally available to all members of the community should be adapted to ensure access by intellectually disabled persons and specialized supplementary services should be provided to the extent required to meet individual needs"*

This principle applies across the full range of Government provided and funded services, whether these are concerned with education, health, employment, transport, leisure and recreation, arts and culture or any other service area in which the State Government, Local Government and community organizations play a part.

It also particularly applies to community services funded through Community Services Victoria, but which have not, until recently, been consistently available to people with intellectual disabilities and their families. There has been a tendency within Community Services Victoria (CSV) to consider that general community services are intended for people who are not intellectually disabled, and that people with intellectual disabilities and their families should obtain their service needs through the Office of Intellectual Disability Services (CSV/OIDS).

This view is clearly contrary to the Act and cannot be sustained, and the Department has now adopted policies which reflect a more integrated approach. The Department has a responsibility under the Act to ensure that all its generally available community services are made accessible and available to people with intellectual disabilities and their families, and are designed to meet their needs.

The Office of Intellectual Disability Services has to ensure the provision of specialised supplementary services to meet the needs of individuals where those needs cannot be met through generally available services. This change of approach has been progressively addressed within the Department's structure, programmes and policy statements.

This distinction in roles and responsibilities is fundamental in the planning and development of new and additional services for people with intellectual disabilities and their families. The first and most important step is to provide improved access to generally available services, and the second step is to develop specialised supplementary services.

Specialised services are not an **alternative** to generally available services, they are a **supplement** to those services, designed to address the specific support needs of intellectually disabled individuals and their families which cannot be met by generic service providers.

Potential consumers must be fully advised and informed of their eligibility for, and rights of access to, all State-funded services, as well as to specialist intellectual disability services, and must be offered the opportunity to access both forms of service.

In addition, each programme and service funded by the State Government will need to be examined in detail to establish if it is, or can be made to be, appropriate to the needs of people with intellectual disabilities, and equally clearly, **all** programmes need to be examined from this viewpoint.

For its part, CSV/OIDS must be prepared to work with other areas of Government to ensure that the support needed for people with intellectual disabilities to gain access to all Government funded services and programmes is provided, and that staff responsible for those programmes are fully aware of the needs of intellectually disabled clients with whom they may come into contact.

These processes of opening up generally available services to support people with intellectual disabilities are a fundamental underpinning for the Plan for Services Redevelopment.

CSV/OIDS also has the responsibility for ensuring the development and provision of specialised supplementary services for people with intellectual disabilities and their families, to supplement and support generally available services which those people are entitled to access.

The services offered through both generally available community services, including those provided by and through Local Government, and specialised supplementary services, to people with intellectual disabilities and their families, must be provided in environments and settings which are normal and integrated, not segregated.

As the Act states:

> *"The needs of people with intellectual disabilities are best met when the conditions of their everyday life are the same as, or as close as possible to, norms and patterns which are valued in the general community"*

and

> *"Services should promote maximum physical and social integration through the participation of people with intellectual disabilities in the life of the community"*

The challenge for CSV, in both its generic and specialised services roles, lies in redeveloping its services, as speedily, effectively and efficiently as possible, to conform with the principles and objectives of the legislation which it has a responsibility to implement.

## 2.2 Major Proposals

To provide a conceptual context for the proposals of the Plan, Figure 2.1 shows, diagrammatically, the main elements of the overall system which the Plan affects and is intended to influence.

First, to the right of the chart, are CSV/OIDS clients and potential clients, who are currently living in a wide variety of circumstances—at home with their families, in Training Centres, in nursing homes, hostels and so on.

Second, to the left of the chart, is the Service Provision system, made up of a wide variety of actual and potential service providers—the Commonwealth, State Government agencies, Local Government, community organizations, private providers and the like. These providers may offer generic and/or specialised support services for people with intellectual disabilities and their families.

The recommendations made throughout the Report affect all of these areas of service provision, and propose significant changes in the nature of services and the processes and management of service delivery.

Planning and resource allocation processes which operate system-wide, and are carried out at State, regional and local level, are represented in the top centre of the chart. These are concerned with determining the scale of service activity needed from year to year, the level of resources required, service deficiencies either State-wide or in any region or local area and the general pattern of service development over time. Provision must be made within CSV/OIDS and elsewhere for these processes to be conducted efficiently and effectively and for them to have a real influence on outcomes for clients.

Information on client needs, derived from client data systems and involving forecasting as a basis for forward planning, is an essential input to these planning and resource allocation processes.

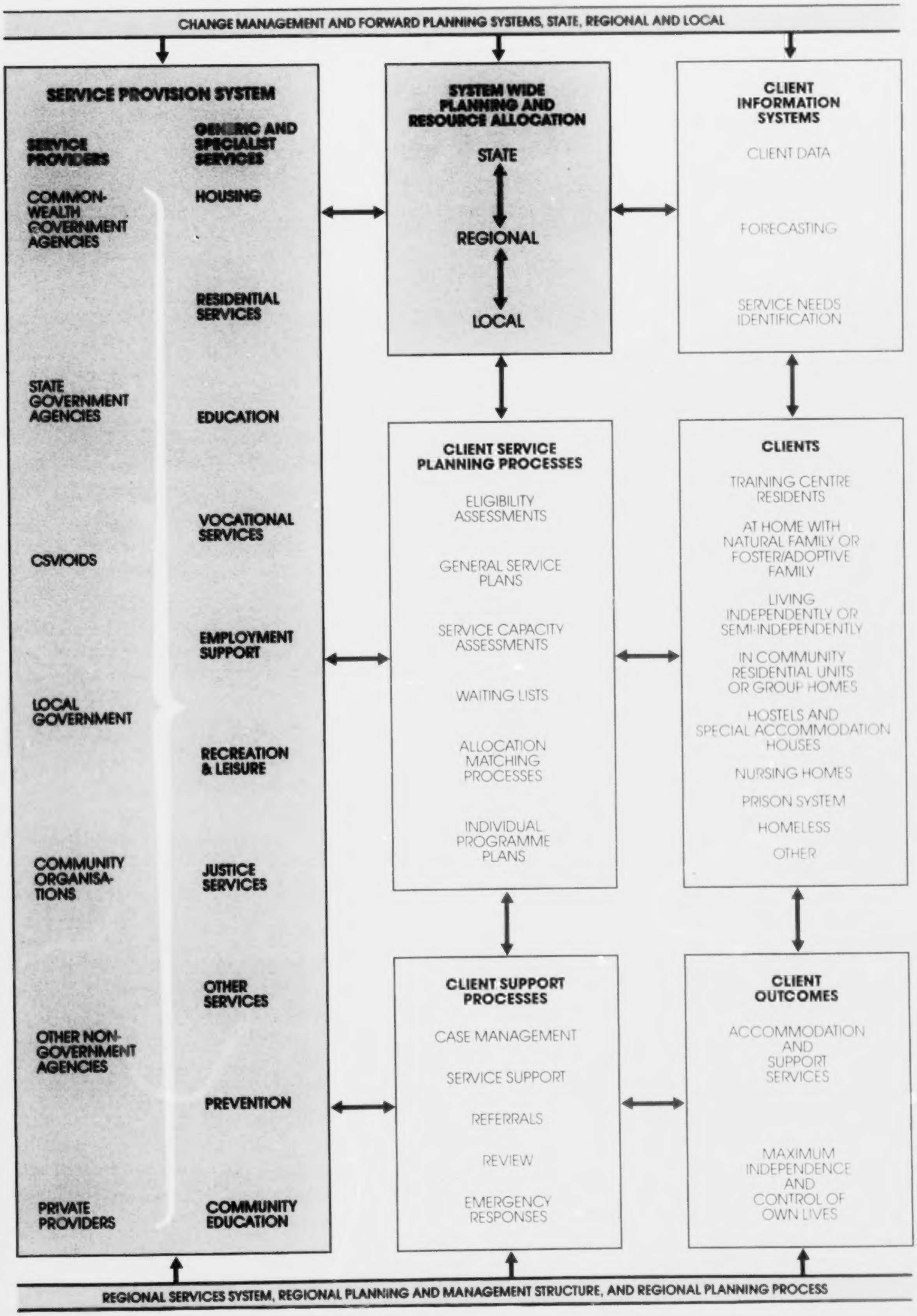
CHANGE MANAGEMENT AND FORWARD PLANNING SYSTEMS, STATE, REGIONAL AND LOCAL
SERVICE PROVISION SYSTEM
SERVICE PROVIDERS
GENERIC AND SPECIALIST SERVICES
COMMONWEALTH GOVERNMENT AGENCIES
HOUSING
RESIDENTIAL SERVICES
STATE GOVERNMENT AGENCIES
EDUCATION
VOCATIONAL SERVICES
CSVIOIDS
EMPLOYMENT SUPPORT
LOCAL GOVERNMENT
RECREATION & LEISURE
COMMUNITY ORGANISATIONS
JUSTICE SERVICES
OTHER SERVICES
OTHER NON-GOVERNMENT AGENCIES
PREVENTION
PRIVATE PROVIDERS
COMMUNITY EDUCATION
SYSTEM WIDE PLANNING AND RESOURCE ALLOCATION
STATE
REGIONAL
LOCAL
CLIENT INFORMATION SYSTEMS
CLIENT DATA
FORECASTING
SERVICE NEEDS IDENTIFICATION
CLIENT SERVICE PLANNING PROCESSES
ELIGIBILITY ASSESSMENTS
GENERAL SERVICE PLANS
SERVICE CAPACITY ASSESSMENTS
WAITING LISTS
ALLOCATION MATCHING PROCESSES
INDIVIDUAL PROGRAMME PLANS
CLIENTS
TRAINING CENTRE RESIDENTS
AT HOME WITH NATURAL FAMILY OR FOSTER/ADOPTIVE FAMILY
LIVING INDEPENDENTLY OR SEMI-INDEPENDENTLY
IN COMMUNITY RESIDENTIAL UNITS OR GROUP HOMES
HOSTELS AND SPECIAL ACCOMMODATION HOUSES
NURSING HOMES
PRISON SYSTEM
HOMELESS
OTHER
CLIENT SUPPORT PROCESSES
CASE MANAGEMENT
SERVICE SUPPORT
REFERRALS
REVIEW
EMERGENCY RESPONSES
CLIENT OUTCOMES
ACCOMMODATION AND SUPPORT SERVICES
MAXIMUM INDEPENDENCE AND CONTROL OF OWN LIVES
REGIONAL SERVICES SYSTEM, REGIONAL PLANNING AND MANAGEMENT STRUCTURE, AND REGIONAL PLANNING PROCESS

**Figure 2.1: OVERVIEW OF SYSTEMS STRUCTURE FOR SERVICES PLANNING AND DEVELOPMENT**

At the same time, the needs of individual clients must influence actual service provision decisions. Central to this process (and centrally located on the chart) are procedures for assisting clients to access services. These procedures involve assessment of, and planning for, individual clients' service needs, assisting clients to access services, and establishing mechanisms such as waiting lists which allow individual clients and their families to influence decisions by stating their own needs and influencing priorities.

Client needs at this level must feed back into system-wide planning procedures, through processes such as assembly of General Service Plans and waiting list information, and also must influence the planning being undertaken by individual service providers.

Once access to services is available, client support processes must be put in place. These are represented at the lower centre of the chart, and involve case management, actual provision of services, referral systems, review processes and provision for support in crisis or emergency situations.

All the above elements combine to influence outcomes for individual clients, as indicated in the lower right of the chart.

Underpinning the entire system is the regional and local structure of service planning, development and delivery established by CSV, which has the responsibility of ensuring that all the processes discussed above actually occur. Equally, as indicated at the top of the chart, there need to be arrangements for the introduction and management of change to the system of services as a whole, and for forward planning for the entire system, of the type being undertaken in this Report and required under the Intellectually Disabled Persons' Services Act 1986.

This Report sets out to address all of these areas of activity, with a view to changing them to achieve improved outcomes for all clients. Much of the Report deals with developments within the services system. Other areas deal with organizational changes needed to manage the system as a whole. Still others relate to introducing and managing change.

In this context, the proposals in the Report are intended to be inter-related and complementary, not merely isolated proposals which bear no relationship to one another. We are dealing with **systematic and system-wide changes** which are designed to reinforce each other in the development, over time, of an improved system of support for people with intellectual disabilities and their families.

In this context, the **essential service redevelopment** elements of the Plan are:

- immediate and progressive opening up of services available to all members of the community to people with intellectual disabilities to increase the range of choice available to them and their families and to widen the base of support;
- strengthening specialist support services where necessary, including Specialist Child and Family Services, to assist people with intellectual disabilities and their families to gain access to opportunities and services which are available to other members of the community;
- increasing the range of services to support families with children who have an intellectual disability and are living at home, as well as for families unable to maintain their child at home;
- the provision, by CSV/OIDS, of specialist advice to State, Commonwealth, Local Government and the providers of other services available generally to the community, to enable them to extend their service to provide support for people with intellectual disabilities;
- the development of stronger regional management within CSV/OIDS, with consequent changes in the structure and role of the Central Office;
- the introduction of Case Management as a central activity of CSV/OIDS at the regional level to ensure that every client has a personal and direct contact with a member of staff whose primary concern is to assist clients to gain access to appropriate services and to maintain contact with clients and their families;
- the introduction of a wide range of housing options for people with intellectual disabilities including increased access to public housing and schemes to support private home ownership;
- the development of flexibly managed and staffed Local Residential Service Teams as a primary approach to the delivery of supplementary residential support services;

- increased access to integrated educational opportunities for people with intellectual disabilities in the primary, secondary and post-secondary education systems, involving the development of specialist support services and curricula in each case;
- the redevelopment of Adult Day Training Centres as Providers of Further Education where courses for adults with intellectual disabilities will be provided in integrated settings;
- affirmative action programmes to support the employment of people with intellectual disabilities, including the introduction of expanded specialist employment support programmes;
- the redevelopment of day programmes for adults with intellectual disabilities to include, wherever possible, employment or pre-vocational training which can lead to employment, but also additional innovative day programmes for both community and Training Centre residents;
- the redevelopment of programmes and services within, and associated with, State Training Centres to improve the quality of life for clients while they remain residents;
- the development of new leisure and recreation support services;
- new services within the justice system, including a Justice Services Advisory Unit, and secure accommodation for offenders with an intellectual disability;
- new behaviour management, emergency respite and psychiatric services;
- expanded programmes of community education;
- increased resourcing of research and of public health and preventive measures;
- significant expansion of training opportunities for people concerned with the provision of services to people with intellectual disabilities, either employed in direct service roles or in generic services, potential foster parents, members of supplementary families and natural families;
- the renegotiation of Funding and Services Agreements to specify the services to be provided by the contracted organization in exchange for funding and the means by which performance under the contract will be evaluated, and to introduce more flexible financial arrangements;
- establishment of an Intellectual Disabilities Council advising the Minister on community-based services for people with intellectual disabilities, the process and progress of change, community education and related matters; and
- the introduction of formal systems for evaluation, monitoring and review of intellectual disability services and the processes of adaptation of generic services.

In combination, these and related measures discussed in detail in the Report will result in a progressively expanded system of community-based services for people with intellectual disabilities and their families which will:

- provide additional support to people in the community who have intellectual disabilities; and
- provide community-based accommodation and services for people currently residing in Training Centres and other forms of large scale congregate care.

The introduction of new services and systems of support will take place over a number of years. The Plan provides for growth in funding the development of both existing and new services and support at a sufficient scale, once fully operational, to provide capacity to service additional clients each year, thus giving scope to meet the needs not only of clients already in the community but also of people relocating from Training Centres.

Within ten years, the requirement for institutionalised Training Centre accommodation and other large-scale congregate care services should have been reduced to a minimum, while, at the same time, the range, scope and coverage of community-based services will have been dramatically extended.

The first year of implementation of the Plan will be primarily concerned with establishing new service and support systems, involving CSV/OIDS, other State Government agencies, Local Government and community organizations. As services are developed and capacity to support new clients is available, people with intellectual disabilities, who are either resident in the community and in need of services and support or are residents of Training Centres, will be able to access those services, as will families in need of support.

Of particular importance in the first year of implementation will be effective consultation with representatives of Victoria's many and diverse ethnic communities. It will be fundamental to ensure that these communities:

- are fully aware of the recommendations of the Report and the Government's subsequent decisions; and

- participate in processes designed to ensure that new services and programmes are appropriately adapted to meet the specific cultural concerns of these communities.

Continued funding of service expansion over the subsequent three to five years will enable additional people each year to benefit from new and expanded services and will lead to a reducing requirement for Training Centre accommodation and support.

After five to seven years resource re-allocation between services, associated with the closure of Training Centres, will reduce the need for additional funds while allowing further growth in the capacity of community-based services.

Within the ten year period, some of the existing Training Centres will be redeveloped to provide a range of specialist services, while others will be closed or converted to alternative uses.

## 2.3 Population Assumptions

To provide an overview of the scale of the task of service redevelopment, we have prepared broad projections of the population of people with intellectual disabilities for whom services may need to be provided over the next decade.

The client data systems managed by CSV/OIDS still have significant deficiencies which make them unreliable at this point for detailed services planning. Work is proceeding to remedy these deficiencies, and detailed data analyses should be published by CSV/OIDS as soon as that work is completed. We have conducted our own surveys of Training Centre and Adult Day Training Centre clients, and the results are presented in a separate data book.

Over the next ten years, the population of Victoria is expected to grow to some 4.4 million people. Of these, approximately 44,000 are likely to have some form of intellectual disability. The majority of this group, up to 35,000 people, will have mild intellectual disabilities, but the remainder will have more severe disabilities and are likely to require special services and support in many aspects of their lives.

The broad distribution of degrees of intellectual disability in the population of people with intellectual disabilities in Victoria at present is estimated to be as follows:

| | |
|---|---|
| Mild | 78% |
| Moderate | 13% |
| Severe | 6% |
| Profound | 3% |

We have assumed there will not be any marked change in these proportions during the period of the Plan.

Not all people with intellectual disabilities require services and support, and only approximately 30 percent of the total estimated population of people with intellectual disabilities in Victoria are actually registered with CSV/OIDS as eligible clients.

Registered and known clients of CSV/OIDS and people with intellectual disabilities known to the Ministry of Education are estimated to make up 20% of those people with a mild disability; 90% of those with a moderate disability; 97% of those with a severe disability and 99% of those with a profound disability. Again, we have assumed there will not be any marked change in these proportions over the next decade.

The estimated distribution of degrees of disability in the CSV/OIDS known client population of approximately 11,000 people is at present:

| | |
|---|---|
| Mild | 44% |
| Moderate | 34% |
| Severe | 15% |
| Profound | 7% |

The age distribution of the CSV/OIDS client population currently and in ten years time is estimated to be as follows

| | 1988 | 1998 |
|---|---|---|
| Infants and Pre-School (0—5yrs) | 7% | 8% |
| School Age (6—16yrs) | 19% | 17% |
| Young Adults (17—20yrs) | 11% | 6% |
| Adults (21—40yrs) | 45% | 40% |
| Mature Adults (41—60 yrs) | 14% | 23% |
| Elderly (61 yrs +) | 4% | 6% |

As with the rest of the population, the average age of the population of people with intellectual disabilities is expected to increase over the ten year period.

Information on other characteristics of the client population of CSV/OIDS, including their current place of residence and their programme of activities, is held by CSV/OIDS for planning purposes, and has been referred to in our Interim Report.

Essentially, over the next ten years we expect a slow growth in the numbers of people with intellectual disabilities as the State population grows, and a slow growth in the numbers of people registered with CSV/OIDS and assessed as eligible for services and support. The total number of registered, long-term clients should not exceed 12,000, of whom some 2,700 are expected to be people with severe or profound intellectual disabilities in need of specialist and intensive support during some part of their lives.

Of CSV/OIDS' current 11,000 clients, 75 percent or some 8,500 people with intellectual disabilities, are resident in the community—living independently, living with their families, in Community Residential Units, or in a variety of other forms of accommodation—some of them inappropriate in terms of the type and level of support available for residents. Approximately 2,700 people are residents of State Training Centres.

Many of those people living in the community, and, where they are living at home, their families, need additional services and support—for example, where adults are living at home with their ageing parents and need assured support when their parents are no longer able to be their primary carers. Many need better accommodation with or without support services. There are families unable to maintain their children at home, for a wide variety of reasons.

The number of clients listed on waiting lists for accommodation is approximately 1,400. The needs of these people must be addressed with minimum delay, as must the needs of people currently resident in Training Centres, for whom community-based alternatives are to be developed.

Over the next ten years, therefore, there will be a need, on our estimates, to provide accommodation, with varying degrees of support, for:

- an estimated 1,200 adults currently living at home with their families, and registered on CSV/OIDS accommodation waiting lists;
- a possible additional 1,000-1,500 adults living at home with their families but not registered on CSV/OIDS accommodation waiting lists at present;
- some 3,000 people currently resident in State and private Training Centres;
- a further 1,000-1,500 people living in inappropriate forms of accommodation in the community.

To meet these needs, within a manageable programme over the ten-year period, will require the provision of accommodation and appropriate support services for an average of 600 people each year, compared with current CSV/OIDS programmes which have provided for less than 100 people per year in a variety of community-based accommodation and support programmes.

While this may seem a major increase in the scale of effort required, it must be compared with the Ministry of Housing's annual programme which allocates homes for 12,000 families each year and is planned to increase to 15,000 families per year in the future.

At the same time, however, a wide variety of support programmes and services other than accommodation will be required for people with intellectual disabilities, and the required scale of these will vary with the type of service and the nature of client needs. We have estimated the scale of need for each type of specialised service recommended in the Report from data currently available on the client population, but the real demand will only be demonstrated as services begin to be available, and as the process of preparing General Service Plans for clients assessed as eligible for services becomes well established.

As indicated above, most people with intellectual disabilities already live in the community and either receive service and support through services generally available to the community at large or rely on their own resources. Only those with more severe disabilities, including those with multiple disabilities, tend to register with CSV/OIDS as clients. As the figures above indicate, the current register includes more than 90 percent of the estimated total State population of people with more severe disabilities.

We expect this situation to remain basically unchanged, with respect to the demand for specialist support services, except that there is likely to be a growth in the number of people with mild disabilities seeking case management and related advisory and facilitatory services from CSV/OIDS and other Commonwealth, State, Local Government and community organizations.

The Plan proposes, however, that the capability of many services available in the community to provide support for people with intellectual disabilities, including those with more severe disabilities, will be significantly upgraded through the elimination of discriminatory practices and the adoption of policies of integration and affirmative action. This will widen the available service support system in a major way.

Nevertheless, there will remain a need for a variety of specialist support services funded through, and provided by, CSV/OIDS, many of which will be services not yet developed. The particular new initiatives which we are recommending in the Plan, and the indicative scale at which they are intended to be developed, are discussed in the following section.

## 2.4 New Service Initiatives

In this Report, many organizational, policy, administrative and operational changes are recommended in a wide range of State, Local Government and community organizations, in the business sector, in Community Services Victoria and in the Office of Intellectual Disability Services. These will significantly influence the way existing and new services are developed and provided.

In addition, the extension of the scope of generally available community services to encompass the needs of people with intellectual disabilities will create expanded and improved opportunities for their support.

There are, however, new and expanded specialist services recommended in the Plan, and these are briefly summarised below.

### 2.4.1 Services in the Community

When the recommendations of this Report are adopted and implemented, and depending on resources allocated by the Government:

- **Local Residential Service Teams** will be created to provide support services for up to 600 additional new clients each year living in, or moving to, homes in the community, with services provided to clients in their homes irrespective of the type of housing arrangements clients have made.

  Initially, at least half of the new Local Residential Service Teams will be staffed and operated by CSV/OIDS and will provide employment opportunities for Direct Support Staff currently employed in State Training Centres who wish to transfer to Local Residential Service Teams.

  In later years, a higher proportion will be staffed and managed by organizations contracted under Funding and Service Agreements.

- **Respite Homes** will be established during each of the first four years of the Plan at a rate of nine houses per year. At the end of four years, each Region will have one home for children and one for adults. Allowing for a maximum of four weeks residence each year for each client, this will provide capacity for some 1900 clients each year. This will be additional to existing respite services and new in-home respite services.

- **Emergency Respite Homes** will be established in each Region to provide services for people with urgent accommodation needs or in times of crisis. The Plan envisages nine of these being established in each of the first four years, providing one home for children and one for adults in each Region. On the basis of an average of eight weeks residence per client, this will provide capacity for some 900 clients per year.

- **Adult Day Training Centres** will be redeveloped as Providers of Further Education, and funding is proposed to be increased in each year of the Plan to provide, by the end of the ten year period, for an additional 3,000 people to participate in programmes offered at these centres.

- Funding is included for a **Development Programme** to provide Developmental Day Programmes for current residents of Training Centres and for people with severe and profound intellectual disabilities. This Scheme will provide programmes for up to 400 clients in the first year and an additional 400 in each of the following four years. It will then continue at this level.

- Funding for a new **Employment Support Programme** is proposed, which will be utilised by organizations providing employment opportunities for people with intellectual disabilities. The programme is proposed to provide support for up to 400 clients in the first year and 800 clients in each successive year.

- A new **Youth Trainee (Work Experience) Scheme** is proposed to provide wage subsidies to employers of young adults with intellectual disabilities whilst those people are attending Further Education courses at the same time as they are being employed. The scheme is planned to provide support for 200 young adults in the first year and 400 young adults in each year thereafter.

- New **Leisure and Recreation** programmes are proposed, in conjunction with the Department of Sport and Recreation.

### 2.4.2 Specialist Child and Family Services

- **Specialised Foster Care** is proposed to be funded for 30 additional children in each year of the Plan. There is no clear indication of the maximum demand for Specialised Foster Care and it is possible that, in the light of experience, this assumed demand may prove to be too low.

- Funding is proposed for a **Supplementary Family Scheme** to have a capacity of 60 places in the first year, a further 60 in the second year and a further 20 places in each year thereafter, to enable shared support for a child between the natural family and a recruited supplementary family. This scheme would be developed as an additional element in the overall programme of foster care, and would operate through foster care agencies. Again there is no clear indication of the likely maximum demand for this service.

- It is recommended that **Childrens' Group Homes** be established to accommodate up to 250 children in the first full year of the Plan. This number will increase by 30 in each of the following years.

### 2.4.3 Adult Accommodation

- An **Equity Housing Co-operative** will become a major source of home ownership for adults with intellectual disabilities during the period of the Plan. Funding has been proposed for up to 160 people to join the scheme in the first year, up to 400 in the second year and up to 500 in each of the following years. Services will be provided by Local Residential Service Teams or through generic services such as those funded under the Home and Community Care programme.

- It is proposed that, each year, 35 **Adult Group Homes** will be rented by clients from the Ministry of Housing, providing accommodation for approximately 1,000 people over the ten years. Services will be provided by Local Residential Service Teams or through generic services such as those funded under the Home and Community Care programme.

- Additional funding is included for **Adult Home Board** to provide places for 20 adults in each year of the Plan. Adults participating in the scheme will receive services from Local Residential Service Teams or generic services and the only additional funding provided is to increase the present allowance to the person providing board.

### 2.4.4 Training Centres

- **Service redevelopment** in Training Centres will involve the establishment of additional and new opportunities for residents to participate in daily programmes in community settings; the transfer of specialist staff from Training Centres to Regional Services and reorganization of their roles in providing services to Training Centre residents; and new arrangements for participation by Training Centre residents in vocational training and employment.

- **Behaviour management** services will be established within Eagle Unit at Colanda and at Moorakyne Hostel to provide for some clients with severe behavioural difficulties and to provide assistance to Training Centre residents with special needs relocating to community-based accommodation. These services will supplement similar services provided in community-based environments.

- A **secure residential facility** will be established to accommodate offenders transferred from the prison system under Section 21 of the Intellectually Disabled Persons' Services Act 1986. Arrangements will also be made for the accommodation of offenders sentenced under Sections 393 and 420 of the Crimes Act 1986.

- Emergency **hostel accommodation** will be developed for people sentenced by the Courts under Section 20 of the Intellectually Disabled Persons' Services Act 1986 and placed in the care of the Director-General of Community Services Victoria.

### 2.4.5 Residential Relocation

- In the first full year of the Plan, up to 200 clients (including all children) will have the opportunity to relocate from State Training Centres to the community and accommodation will be provided for 200 children currently on Regional waiting lists.

- In successive full years, clients will have the opportunity to relocate from State Training Centres at the rate of up to 400 clients per year and accommodation will be arranged for these clients plus an additional 200 or more clients per year from Regional waiting lists.

- During these years, priority will be given to assisting children to relocate from Training Centres and other inappropriate congregate care settings as Specialised Foster Care, Children's Group Homes and other services progressively become available.

- Over subsequent years, the programme will be maintained at a scale sufficient to assist not only residents of Training Centres relocating to community-based accommodation and services but also adult clients currently in other congregate settings such as private Training Centres, Special Accommodation Houses, Nursing Homes and hostels.

- The needs of clients currently in community-based accommodation, but requiring alternative accommodation and support, will also be met. The Plan proposes that alternative accommodation for 200 clients already in the community will be arranged in each year of the programme.

### 2.4.6 Staff Training

- Expanded programmes of **professional training** for CSV/OIDS staff will be introduced, to address the current backlog of training and to prevent a recurrence of such a backlog.

- Short training courses in **skills development** for 400 people from other government agencies, Local Government and the community will be provided each year. Short training courses for generic services staff are included for 200 persons per year.

- **Case Managers** for CSV/OIDS Regional Services will be trained at a rate of 100 per year until the number who have received training is about 600. From this point on, training courses for 25 people each year will be required to cover growth and separations.

- New **induction** courses for all CSV/OIDS staff recruits will be introduced as a requirement prior to any staff taking up duties, especially in direct support roles.

- Provision is made for **overseas exchange** of staff to enable Victoria to benefit from practices and experiences elsewhere.

### 2.4.7 Other Service Initiatives

- New **Justice Services** to support people with intellectual disabilities within the Justice System are to be introduced, including the establishment of a Justice Services Advisory Unit and the development of secure facilities for the accommodation of offenders with intellectual disabilities whose needs cannot be met within the prison system.

- New **behaviour management** and emergency respite support services are to be introduced to support and assist people with intellectual disabilities who also have difficult behaviours.

- **Psychiatric services** for people with intellectual disabilities are to be redeveloped, with a new Unit at Kingsbury proposed to be developed under the auspices of the Health Department Victoria.

- Transport services and support for people with intellectual disabilities are planned to be integrated progressively within the Ministry of Transport's **Community Transport** programme.

- The operations of the **Intellectual Disabilities Council** are proposed to be funded throughout the Plan period. It is assumed that the Council will have a full-time Secretariat and will be concerned with Public Education, monitoring progress with the implementation of the Plan, and the adoption of the Plan's philosophies in all spheres of Government activity affecting services to individuals.

There are many additional proposals of significance throughout the Report which need not be summarised here but are presented in the recommendations later in this section.

## 2.5 The Future of Training Centre Facilities

Over the ten years of the Plan, with the development of effective community-based accommodation and services, the requirement for Training Centre services will reduce significantly and some centres will close. Others will be redeveloped for specific services. The uses we recommend for each of the present Training Centres are as follows:

**Colanda Centre, Colac**—To remain in operation as a residential Training Centre providing accommodation and behaviour management programmes for residents who have specific behavioural difficulties or for others for whom relocation to community-based services is inappropriate at this time. The future of Colanda should be the subject of a separate review in five years' time.

**Sandhurst Centre, Bendigo**—If alternative appropriate facilities in the prison system are not available, Sandhurst should be redeveloped as secure accommodation for intellectually disabled offenders sentenced under Sections 393 or 420 of the Crimes Act or transferred from prison under Section 21 of the Intellectually Disabled Persons' Services Act 1986. Should an alternative facility for this purpose be constructed on a site closer to Melbourne, Sandhurst should be closed.

**St Gabriel's Centre, Balwyn**—Residents to be accommodated elsewhere and the building to be used as a hostel for people who are released by the Courts into the care of CSV/OIDS under Section 20 of the Intellectually Disabled Persons' Services Act 1986.

**Kingsbury Centre, Bundoora**—To be integrated with the adjoining Larundel Psychiatric Hospital, under the management of the Health Department Victoria, as a special facility for people with intellectual disabilities who also require short-term treatment for psychiatric illnesses.

**Kew Cottages, Kew**—To be closed progressively and the site to be redeveloped as a second stage of the Willsmere redevelopment project. Moorakyne hostel to be redeveloped as a specialist behaviour management unit providing services to long-term institutional residents who have behavioural difficulties and require transitional support before moving to community-based programmes.

**Caloola Centre, Sunbury**—To be closed as soon as is practicable and the land and buildings sold.

**Janefield Centre, Bundoora**—To be closed progressively and the land and buildings sold.

**Pleasant Creek Centre, Stawell**—To be closed progressively and the land and buildings sold.

**Aradale Hospital, Ararat**—Residents who have intellectual disabilities to be accommodated elsewhere and control of the facility to revert solely to the Health Department Victoria.

**Mayday Hills Hospital, Beechworth**—Residents who have intellectual disabilities to be accommodated elsewhere and control of the facility to revert solely to the Health Department Victoria.

**Brierly Hospital, Warrnambool**—Residents who have intellectual disabilities to be accommodated elsewhere and control of the facility to revert solely to the Health Department Victoria.

Essentially, this set of recommendations indicates that we see only four needs to be met in institutional settings in the future. These are: services for the psychiatric treatment of people with intellectual disabilities who have also become psychiatrically ill at some time in their lives (Kingsbury); a secure facility for offenders with intellectual disabilities (Sandhurst or an alternative metropolitan facility); accommodation for people with intellectual disabilities who are released into CSV/OIDS care under Section 20 of the Act (St Gabriel's); and specialist support services, including some accommodation, for people in behaviour management programmes which supplement those conducted in normal community settings (Moorakyne Hostel and Eagle Unit, Colanda).

## 2.6 Projected Plan Outcomes

The Table below sets out in summary form the expected outcomes of the Plan in terms of the accommodation and service support for CSV/OIDS registered clients after five years and after ten years.

### AVERAGE DATA FOR SELECTED YEARS OF THE PLAN

| Indicator | 1988/89 | 1992/93 | 1997/98 |
|---|---|---|---|
| **Residential** | | **Numbers of Clients** | |
| Training Centres | 2566 | 1141 | 250 |
| Private Training Centres | 169 | 169 | 0 |
| Community Residential Units | 653 | 631 | 314 |
| Special Accommodation Houses | 685 | 685 | 0 |
| Hostels | 247 | 247 | 41 |
| CSV Group Homes | 84 | 62 | 0 |
| Nursing Homes | 78 | 78 | 0 |
| Adult Co-op Houses | 32 | 1348 | 3348 |
| Adult Group Homes | 49 | 942 | 1817 |
| Adult Home Board | 14 | 77 | 177 |
| Independent Living | 45 | 108 | 208 |
| Cluster Apartments | 7 | 7 | 7 |
| Children's Group Homes | 31 | 344 | 494 |
| Specialised Foster Scheme | 7 | 127 | 277 |
| Supplementary Family Scheme | 15 | 165 | 265 |
| Children Full Time with Natural Family | 2612 | 2086 | 1951 |
| Adults with Family | 3446 | 2972 | 2641 |
| ***Total All Clients*** | ***10731*** | ***11189*** | ***11789*** |
| **Adult Day Activities** | | **Number of Clients** | |
| Adult Day Training Centre Capacity | 2825 | 4025 | 5431 |
| Development Program | 100 | 1700 | 2000 |
| Employment Support | 100 | 800 | 800 |
| Work Experience | 50 | 400 | 400 |
| No CSV/OIDS Programme | 4803 | 1381 | 171 |
| ***Total All Adult Clients*** | ***7878*** | ***8306*** | ***8802*** |
| **Family Support Capacity** | | **Numbers of Places** | |
| Emergency Respite | 59 | 936 | 936 |
| Regular Planned Respite | 117 | 1872 | 1872 |
| **Staff Training Completed** | | **Numbers of Staff** | |
| Case Managers | 25 | 425 | 681 |
| Direct Support Staff Induction | 100 | 1700 | 3600 |
| Generic Staff Training | 50 | 850 | 1850 |
| **Local Residential Service Teams** | | **Numbers of Clients** | |
| OIDS Staff | 45 | 829 | 1474 |
| Contracted Team Staff | 15 | 531 | 1949 |
| ***Total*** | ***60*** | ***1360*** | ***3423*** |
| **Performance Impact** | **%** | **%** | **%** |
| % Children in Congregate Care | 8.10 | 5.58 | 0.00 |
| % Adults in Congregate Care | 53.76 | 34.34 | 6.87 |
| % Children with Support Families | 4.46 | 24.03 | 34.51 |
| % Adults residing with Family | 43.75 | 35.79 | 30.00 |
| % Adults with Day Programmes | 39.03 | 83.37 | 98.06 |

*(Client numbers are averages for the financial year)*

Key outcomes of the Plan over the ten year period are as follows:

- major increases in the numbers of clients receiving direct residential support in community-based accommodation;
- no children resident in Training Centres or large scale congregate facilities;
- significant reductions in the numbers of adult clients resident in all forms of large scale congregate facilities;
- major growth in the number of clients with adult day programmes and activities;
- major reductions in the number of clients without programme support;
- development of the Case Management system;
- major expansion of Local Residential Service Teams;
- major expansion of the numbers of trained staff; and
- the introduction of new specialist services.

In order to achieve these changes, the many recommendations of the Plan require implementation with as little delay as possible. There will be a period of 18 months during which work to implement the recommendations will be undertaken and new services developed. During this initial phase, priority will need to be given to informing the community, staff of CSV/OIDS and other Government agencies and clients of the Government's decisions with respect to the Plan; completing industrial negotiations associated with implementing the Plan; designing new funding arrangements and services guidelines; and continuing the initiatives already in train to assist children up to 18 years of age to relocate from Training Centres to community accommodation and services.

Many of the other new initiatives we recommend can be set in place with minimal delay, but some will involve a period of consultation and negotiation with service providing organizations and/or the recruitment and training of staff. A special Implementation Team within CSV/OIDS is recommended to manage these processes of change.

The recommendations which arise from the various sections of the Plan are summarised in the next section. The detail in the body of the Report also provides many additional proposals affecting the implementation of new services, and these will help to shape change, even though they are not formal recommendations.

## 2.7 Recommendations

The recommendations in this Report are set out below. The numbers following each recommendation refer to the section of the Report from which it is drawn.

### A NEW FRAMEWORK FOR GOVERNMENT ACTIVITY

**In respect of Government Activity**

*1.* The Government publicly states its commitment to opening up all government provided and funded general services to people with intellectual disabilities. In so doing, the Government considers amending the provisions of the Intellectually Disabled Persons' Services Act 1986 to ensure that its protective provisions relating to the treatment of individuals with an intellectual disability are applicable to all government agencies, (4.1),

*2.* The Government directs its agencies to begin immediately the processes of:

- removing any policy, administrative, or regulatory barriers to participation by people with intellectual disabilities in any of the programmes and services provided or funded by the Government;
- developing a capacity within their organizations, in consultation with CSV/OIDS, for educating staff on the presence of people with intellectual disabilities in the community, their special needs for support, and their rights of access to Government programmes and services;
- reviewing all agency programmes and activities and adapting them, in accordance with the Intellectually Disabled Persons' Services Act 1986, to ensure the maximum possible access by people with intellectual disabilities;

- developing or adapting units within each agency to undertake the responsibility for ensuring agency performance in providing access to services for people with intellectual disabilities and their families;
- ensuring that organizations funded by any State Government agency also take action to provide access to, and support for, people with intellectual disabilities, as a condition of receiving State Government support;
- providing full-time and part-time employment opportunities within State Government, including statutory authorities and other Government-funded agencies, for people with intellectual disabilities. Where necessary, this may involve undertaking job re-design and equipment re-design to ensure that job definitions and work facilities are not in themselves barriers to the productive employment of people with intellectual disabilities;
- participating in inter-agency planning and development forums which provide assistance and support for each agency in bringing about necessary change and ensuring a consistency of approach and progress across government, (4.1),

***3.*** The Government establishes a Cabinet Sub-Committee on Intellectual Disability Services within the auspices of its Social Development Committee, to provide a focus for reporting on and review of progress across government in opening up services and opportunities; (4.1),

***4.*** The Government establishes an Auditing and Review Unit within either the Department of Premier and Cabinet or Community Services Victoria to provide an Annual Report to the Cabinet Sub-Committee on Intellectual Disability Services on the action each government agency has taken to conform with the principles of the Intellectually Disabled Persons' Services Act 1986, (4.1),

***5.*** The Public Service Board participates with other Government agencies in a programme of job and equipment re-design to ensure that people with intellectual disabilities are offered valued and meaningful employment within the Government sector, (4.1),

***6.*** An Intellectual Disabilities Council, reporting to the Minister for Community Services, be established and charged with, among other things, monitoring community responses to the service system and the effectiveness of the changes which occur from the point of view of the consumers—people with intellectual disabilities and their families, (4.1),

**In respect of the Role of the Commonwealth**

***7.*** CSV/OIDS establishes a Working Group with relevant Commonwealth and State agencies to work through the findings and recommendations of this Report, with a view to:

- assessing their impact on the Commonwealth Government programmes, and
- reaching agreement with Commonwealth agencies on procedures which ensure that Commonwealth resources allocated to services benefiting people with intellectual disabilities are allocated in ways which are complementary to State efforts and priorities and are consistent with State plans and programmes, (4.2.1),

***8.*** Commonwealth agencies be invited to participate in Regional Planning Committees established under the Intellectually Disabled Persons' Services Act 1986, (4.2.1),

***9.*** Effective consultation arrangements be maintained between CSV/OIDS and the Commonwealth with respect to the development and implementation of this Report and the allocation of Commonwealth funds to service-providing agencies and organizations, (4.2.1),

***10.*** The State Government formally seeks supplementary funding from the Commonwealth to assist with the costs of transitional funding for service redevelopment, with the objective of reducing the total time required to have new services in place through increasing the total level of funds available for service redevelopment, (4.2.1),

## In respect of the Role of Local Government

***11.*** Arrangements be made for discussions with representatives of Local Government to consider the findings and recommendations of this Report and to examine areas in which the Local Government's contribution to service redevelopment can be maximized, (4.2.2),

***12.*** Specific arrangements be made whereby CSV/OIDS Regional Service Planning and Development staff liaise with Local Government on measures to increase access by people with intellectual disabilities and their families to generic community services managed and delivered by Local Government, including those under programmes such as the Home and Community Care programme, (4.2.2),

***13.*** Local Government be considered an eligible service provider for any CSV/OIDS funded service planned to be funded and delivered through funded providers, (4.2.2),

***14.*** The preparation of Regional Plans for intellectual disability services be undertaken in consultation with Local Government, (4.2.2),

## In respect of Changes in the Role of Community Services Victoria

***15.*** Community Services Victoria ensures that all the programmes and services it funds and administers are made accessible and available to people with intellectual disabilities, with specialised supplementary services provided or funded through the Office of Intellectual Disability Services if they are required, (4.3.1),

***16.*** Community Services Victoria provides in-house training and guidance to all staff on their specific responsibilities and obligations with respect to promoting and supporting the rights and needs of people with intellectual disabilities, (4.3.1),

***17.*** Community Services Victoria ensures that all staff are aware of their support roles and that action is taken to develop monitoring and auditing procedures for Departmental activities and programmes which assess their achievements in meeting the principles and objectives of the Act and providing genuine progress for people with intellectual disabilities, (4.3.1),

***18.*** Community Services Victoria takes the lead in providing employment opportunities within its organization for people with intellectual disabilities, if necessary undertaking job, facilities and equipment re-design in order to do so, as well as providing appropriate on-the-job training and support, (4.3.1),

***19.*** Community Services Victoria takes the lead in ensuring that agencies it funds, including Local Government, are assisted to remove barriers to the employment of people with intellectual disabilities, and to act creatively to provide productive and fulfilling work opportunities, including providing appropriate on-the-job support, (4.3.1),

***20.*** Community Services Victoria ensures that managers across the Department give genuine priority to fulfilling their responsibilities under the Act and are accountable for their progress in doing so, (4.3.1),

## In respect of Changes in the Roles of the Office of Intellectual Disability Services

***21.*** CSV/OIDS functions within CSV be redefined and the organization appropriately restructured to enable CSV/OIDS to become an agency whose prime roles are to:

- undertake State-wide and regional planning for the development of specialised support services for people with intellectual disabilities and their families;
- facilitate access by people with intellectual disabilities to generally available community and other services;
- set standards for services;
- monitor service performance;

- provide case management and service brokerage support for people with intellectual disabilities and their families;
- initiate processes to enhance the skills of people concerned with the provision of services to people with intellectual disabilities;
- fund specialised supplementary services; and
- deliver specialised support services where direct service delivery is the most effective choice, (4.3.2),

*22.* CSV/OIDS management and staff take the opportunity to develop and articulate a Corporate Plan which includes a statement of organizational purpose and objectives reflecting the concepts expressed above, and identifies the primary roles of the organization, the manner in which it proposes to utilise its resources, the intended relationship with clients and service-providing organizations, and its long-term and short-term quantifiable goals, (4.3.2),

*23.* Managers in CSV/OIDS at Central Office and Regional level be offered training in management procedures and techniques such as management by objectives, interpersonal and community relations, project management, industrial relations and other relevant aspects of modern management practice, (4.3.2),

*24.* New staff recruited to the management of CSV/OIDS be recruited from backgrounds where such training and experience has been a normal, accepted part of management practice, (4.3.2),

### In respect of the Relationship Between CSV/OIDS and its Clients

*25.* CSV/OIDS, having prepared a Corporate Plan, makes that Plan widely available to service providers, clients and their families, and other interested organizations as a basis for defining their relationship with CSV/OIDS, (4.4),

*26.* CSV/OIDS prepares, and provides to all interested parties, service standards and guidelines which are oriented towards achieving positive and beneficial client outcomes, in addition to providing programmatic guidelines, (4.4),

*27.* CSV/OIDS prepares and makes available comprehensive training materials and related informative documents and other media material which can be used by generic services, community organizations, interested parent groups and others to gain information on the intended roles, philosophies and practices of CSV/OIDS, and the services it provides and funds, (4.4),

*28.* At the regional level, CSV/OIDS develops closer and more effective operational and planning arrangements with service-providing organizations, with a view to maximizing their participation in planning as well as service delivery and providing them with increased financial and managerial autonomy in the interests of more effective service development and delivery for clients, (4.4),

### In respect of the Management of CSV/OIDS

*29.* A separate review be undertaken during 1988/89 of the structure, staffing and responsibilities of the CSV/OIDS Central Office, taking into account the progressive establishment of effective regional offices integrated within CSV Regions, the new management arrangements affecting Training Centres, the continuing process of integration of OIDS functions within CSV and the recommendations of this Plan which affect the CSV Central Office structure, (4.5),

*30.* The revised structure resulting from the review, and particularly the Implementation and Planning Teams whose activities are fundamental to the implementation of this Plan, be established no later than 1st June 1989, (4.5),

### In respect of the Organization Within CSV/OIDS Regions

***31.*** The structure, responsibilities and functions for CSV/OIDS Regional Services within CSV Regions set out in this Report be adopted and implemented without delay, in order to introduce new responsibilities and organizational arrangements within CSV Regional Services, and, in particular, to establish a Case Management service which will provide a support, facilitation and brokerage system for CSV/OIDS clients, (4.6.2),

***32.*** A position be created in each Region of Manager, Planning, Case Management and Support, responsible for the work of three teams:

- Service Planning and Development Team;
- Client Assessment and Case Management Team;
- Specialist Client Support Services Team

with responsibilities as detailed in the Report, (4.6.2),

***33.*** Case Managers not simultaneously be members of the direct support staff, although existing direct support staff may be appointed to case management positions within Regional Services. The task of Case Managers be to take each client's General Service Plan and to ensure that the client gains access to, and receives adequate support from, the services identified in the Plan. Case Managers to act as facilitators of the General Service Plan, (4.6.2),

***34.*** A position be created in each Region of Manager, Direct Support Services, to be responsible for the management of all facilities and direct services within the Region, including Training Centres and Community Residential Units in which CSV/OIDS provides direct residential support for clients, where relevant, and to be responsible for the development and management of Local Residential Service Teams staffed by CSV/OIDS, (4.6.2),

***35.*** Current CSV/OIDS staff be allocated roles and responsibilities within the new structures as appropriate, and Regional Directors be given the responsibility for identifying any consequent resource needs and procedures for meeting those needs, (4.6.2),

***36.*** CSV Regional Directors be given the responsibility for reporting on the processes of organizational change within each Region to a CSV Central Office management implementation group, to ensure consistency of approach and outcomes between Regions. The new arrangements to be in place by January 1989, (4.6.2),

## RESIDENTIAL SERVICES

### In respect of Generic In-home Support Services

***37.*** Maximum use be made of generic in-home support programmes to provide services for people with intellectual disabilities living in the community, and, in particular, the Home and Community Care Programme be further developed and extended to provide support services for people with intellectual disabilities, (5.1),

### In respect of Local Residential Service Teams

***38.*** The Government supports the development of Local Residential Service Teams as the primary means of providing direct in-home residential support for people with intellectual disabilities who require direct support in their home, (5.2),

***39.*** Local Residential Service Teams be planned, managed and funded to provide support for clients at home with families, in group homes, in their own housing or in other living arrangements in the community, (5.2),

***40.*** There be no requirement that clients be living at home with their families in order to obtain needed support services, nor that clients be living in homes provided by a service organization, government or otherwise, (5.2),

***41.*** Local Residential Service Teams be funded through CSV/OIDS in either of two ways—as Teams directly managed and staffed by CSV/OIDS or as teams funded under Funding and

Service Agreements by CSV/OIDS but managed and staffed by any of Local Government, community organizations, non-profit corporations or other appropriate community-based management organizations, (5.2),

***42.*** The management of CSV/OIDS staffed Local Residential Service Teams be brought within a revised Regional Services structure within each CSV Region, under a Manager, Direct Support Services, as detailed in this Report, (5.2),

***43.*** Managers of Direct Support Services be instructed to undertake the development of Local Residential Service Teams utilising staff based at each Training Centre as an initial step in assisting Training Centre residents to move to homes in the community, (5.2),

***44.*** The conditions of staffing of Local Residential Service Teams be sufficiently flexible to facilitate the management of such teams by Local Government, community organizations or other appropriate management organizations, especially in non-metropolitan areas, (5.2),

***45.*** Within the framework of local service needs and the budgetary framework for residential support services, priority of access to Local Residential Service Team services be given to people with severe and profound disabilities and hence in greatest need of support, people moving from Training Centres to the community and people registered on CSV/OIDS Regional Services waiting lists for support services, (5.2),

***46.*** CSV/OIDS Regional Services, through planning, case management and specialist staff provide the required support services to clients of Local Residential Service Teams in terms of their access to programmes other than in-home support and to generic services in the community, (5.2),

***47.*** New Funding and Service Agreements be negotiated with Regional Residential Associations in order to afford them the opportunity to extend their role to encompass management of Local Residential Service Teams, able to offer in-home service and support to people with intellectual disabilities both resident in existing Community Residential Units and in other residential settings in the area, (5.2),

***48.*** The staff of Community Residential Units directly staffed and managed by CSV/OIDS be transferred to form the core staff of Local Residential Service Teams managed by CSV/OIDS, offering residential support and services to people additional to those resident in CRU's, while maintaining services to the current clients. Staffing, funding and rostering arrangements be varied to accord with the Local Residential Service Team principles, (5.2),

## HOUSING

### In respect of Accommodation Models

***49.*** The Government adopt the policy of supporting the provision of normal community housing for people with intellectual disabilities, where flexibility in the types of homes available can be ensured, (6.1),

***50.*** The Government support arrangements which allow diversity of occupancy, particularly allowing for: homes with live-in staff; homes shared by people with intellectual disabilities and others; groups of people with intellectual disabilities; families where either or both spouses have an intellectual disability; and individuals, (6.1),

***51.*** The Ministry of Housing and Construction, the Ministry for Planning and Environment and other agencies with administrative or regulatory responsibilities relating to housing, take action to ensure that laws and regulations governing housing in no way discriminate against access by people with intellectual disabilities to the full range of community housing types or to a full range of possible types of housing occupancy, (6.1),

### In respect of Housing Tenure

***52.*** The Government adopt the policy of supporting the widest possible range of housing tenures for people with intellectual disabilities, (6.2), *53.* The Ministry of Housing and Construction, the Attorney General's Department and other agencies with responsibility for the administration of laws and regulations relating to housing tenure take action to ensure that no law or regulation acts to discriminate against people with intellectual disabilities in terms of their access to alternative types of housing tenure, (6.2),

**In respect of Public Housing**

*54.* The Ministry of Housing and Construction removes any barriers in its policies or regulations which prevent access by people with intellectual disabilities to publicly funded housing, irrespective of the means by which that housing is provided, (6.3),

*55.* The Ministry of Housing and Construction and Community Services Victoria establish joint planning arrangements to identify, for a rolling three-year planning period, a Special Needs Housing Programme, to meet the need for access to public housing among CSV/OIDS clients. The Programme should also establish clients' associated needs for in-home support services. Annual housing allocations by the Ministry of Housing and Construction for CSV/OIDS clients within each region should be agreed within the context of this three-year Special Needs Housing Programme, (6.3),

*56.* The Ministry for Housing and Construction establishes a Housing Programme for People with Disabilities together with a Disabilities Unit concerned specifically with housing for people with intellectual disabilities who are not CSV/OIDS clients and are not dependent on extensive support services. The Unit to concentrate on innovative ways in which the Ministry can assist people with intellectual disabilities to access public housing, (6.3),

*57.* Eligibility criteria for access by people with intellectual disabilities to public housing allow for higher income thresholds than apply to people without disabilities, in recognition of the additional costs of everyday living faced by people with disabilities, (6.3),

*58.* The operating rules for access to public housing by people with intellectual disabilities allow for diverse types of housing occupancy, including group occupancy, (6.3),

*59.* Eligibility criteria for access to public housing allow people with intellectual disabilities who may require support in their home at the time the house is allocated, to apply for housing even though that support is not guaranteed at the time of application. The waiting list to provide a source of information for service planning by CSV/OIDS, (6.3),

*60.* Eligibility for special public housing assistance, in terms of that assistance being justified by an individual's intellectual disability, be based on a case assessment by CSV/OIDS, but without a requirement that the applicant register as a CSV/OIDS client, (6.3),

*61.* Access generally to public housing be determined separately from the three-year Special Needs Housing Programme allocation of housing for people with intellectual disabilities who are clients of CSV/OIDS and who may require in-home support services, (6.3),

*62.* Funding for housing for people with intellectual disabilities be drawn from moneys provided under the Commonwealth-State Housing Agreement, supplemented, if need be, by capital raised through the disposal of institutional property, (6.3),

*63.* CSV/OIDS assumes responsibility for the broad planning, funding and provision of support services for people with intellectual disabilities resident in Ministry of Housing and Construction homes, through the most appropriate generic or specialist programme available, to ensure that their right to occupy such housing is fully exercised, and that their occupancy is not placed at risk due to a lack of adequate in-home support services, (6.3),

**In respect of Surplus Government Housing**

*64.* The Ministry of Housing and Construction, the Government Employees Housing Authority and CSV/OIDS develop procedures whereby suitable surplus Government housing, with or without modifications, can be made available for rental or sale through the Ministry of Housing and Construction to people with intellectual disabilities under either the general public housing programme, the Special Needs Housing Programme or the Housing Programme for People with Disabilities, (6.4),

**In respect of the Project Partnership Programme**

*65.* The Ministry of Housing and Construction and CSV/OIDS prepare, without delay, a viable proposal for ensuring that intellectually disabled people who require in-home support can benefit from access to the Ministry of Housing and Construction's Project Partnership programme, either directly or through appropriate non-government service organizations, (6.5),

**In respect of Joint Ventures**

*66.* Following the report on the Project Partnership recommended above, the Ministry of Housing and Construction and CSV/OIDS prepare a further report recommending other forms of joint venture arrangements involving the Ministry of Housing and Construction in the provision of housing funds for homes for people with intellectual disabilities requiring in-home support and CSV/OIDS providing funds for service provision, (6.5.1),

**In respect of Housing Funding for Non-Government Organizations**

*67.* The Government adopt the general policy of providing funding to non-government-organizations solely for the provision of services and not for the purchase of dwellings. Dwellings to be either purchased by their residents or rented to residents, either directly by the Ministry of Housing and Construction or through an appropriate government or non-government organization, (6.5.2),

**In respect of Equity Housing Co-operatives**

*68.* The Government supports, both financially and administratively, the establishment of an Equity Housing Co-operative to assist people with intellectual disabilities to purchase housing as individuals or groups, along the lines of the initial Housing Co-operative project established under the Plan, (6.6),

*69.* Funding be provided to enable the Co-operative to expand progressively, in response to both need and interest, to provide a State-wide service for people with intellectual disabilities, (6.6),

*70.* The State Trustees, the Ministry of Housing and Construction, CSV/OIDS and the Department of Management and Budget form a joint working group to oversee the establishment of the Co-operative and the appointment of its management and Board, (6.6),

*71.* The State Trustees be charged with a significant role, consistent with the Trustees' responsibilities, in the funding and management of the Co-operative, (6.6),

*72.* The provision of government funding for the Co-operative becomes a responsibility of the Ministry of Housing and Construction, after the initial establishment period, (6.6),

**In respect of Private Rental Housing**

*73.* The Ministry of Housing and Construction, the Attorney General's Department, CSV/OIDS and representatives of the private home rental industry review the regulations relating to private home rental to ensure that any barriers to long-term access to private rental housing by people with intellectual disabilities, as individuals, families or groups, are removed, (6.7),

*74.* CSV/OIDS in consultation with the Ministry of Housing and Construction and representatives of the private rental industry negotiate guidelines for the rental of private housing by people with intellectual disabilities which provide for CSV/OIDS regional services or staff of other service agencies to negotiate rental arrangements on behalf of clients with an intellectual disability. These guidelines should also cover the situation where parents or other advocates acting on behalf of people with intellectual disabilities are the negotiators, (6.7), *75.* CSV/OIDS accept the responsibility for ensuring the provision of support services for clients with intellectual disabilities in private rental housing, where appropriate through generic service agencies but otherwise through CSV/OIDS funded Local Residential Service Teams, (6.7),

### In respect of Community Residential Units

*76.* Ownership of the existing Community Residential Units be transferred to the Ministry of Housing and Construction and the homes be rented to residents on terms appropriate under that Ministry's programmes. The option of transferring homes to the Housing Co-operative be explored, depending on the personal financial situation of individual residents and/or their families, (6.9),

### In respect of the "Village Living" Concept

*77.* The Government adopts the policy of providing housing for people with intellectual disabilities on a basis which avoids concentrating populations of people with intellectual disabilities on any single site, (6.10),

*78.* The Government adopts the policy of providing home-based support for people with intellectual disabilities through generic and specialist community-based services rather than site-specific services relating to a concentrated population, (6.10),

## SPECIALIST CHILD AND FAMILY SERVICES

### In respect of Case Management

*79.* Upon assessment of a child as eligible for services under the Intellectually Disabled Persons' Services Act 1986, CSV/OIDS Regional Services appoint a Case Manager for that child to provide assistance to the child and the family in accessing appropriate support services, (7.3),

### In respect of Early Intervention Services

*80.* The development of early intervention services be given a very high priority within the CSV Budget, as part of the Specialist Child and Family Services system, to ensure the development of a co-ordinated, comprehensive and effective early intervention system across the State, (7.4),

*81.* Within two years, CSV consolidates all its early intervention services and programmes within the framework of Specialist Child and Family Services, and prepares plans on a regional basis for service development, (7.4),

*82.* Within the financial year 1988/89, CSV undertakes an evaluation of all funded and directly staffed early intervention services to establish their efficiency and effectiveness and to provide an input to service planning and development. This evaluation to include a strong input from families receiving services as well as from service providers, using appropriate survey and opinion gathering techniques, (7.4),

*83.* A special information system providing details of children and families receiving or requesting early intervention support, and their service needs, be developed during 1988/89 to assist in service planning and development. That system to be maintained as a matter of administrative routine in subsequent years and used as input to the planning of pre-school and school services for children aged three years and older, (7.4),

### In respect of Pre-School Services

*84.* CSV/OIDS Regional Services assess the need for specialist support within the pre-school and kindergarten systems within each region and provide funding as necessary to employ visiting pre-school and kindergarten teachers who can serve as resource workers and consultants to teachers and parents of children with disabilities who are attending pre-schools and kindergartens, (7.5),

### In respect of In-home Support and Developmental Programming

***85.*** CSV/OIDS Regional Services, through Service Planning and Development Teams, establish the maximum possible access by families with a child with an intellectual disability at home to in-home support services available through the Specialist Child and Family Services Programme or through generic services, (7.6),

***86.*** Where other in-home support services are unavailable or inappropriate, Local Residential Service Teams, once established, provide specialist in-home support and developmental programming for children, (7.6),

### In respect of Respite Support

***87.*** CSV/OIDS Regional Services ensure that families of children with intellectual disabilities gain full access to generally available respite services in each Region, (7.7),

***88.*** Programmes be developed in each Region for regular, planned respite, in the form of holidays and other organized activities, which enable children with intellectual disabilities to be supported away from their families for planned periods each year, (7.7),

***89.*** Two homes in each Region be developed and staffed through Local Residential Service Teams for use as respite homes for children, either as planned regular respite or emergency respite. Planned and regular respite to provide for individual clients to have a maximum of four weeks' residence each year, while emergency respite homes may be operated more flexibly, with clients averaging eight weeks stay per year, (7.7),

***90.*** Funding and support be provided to extend the Interchange programme of respite, family interchange and social networking throughout the State, (7.7),

### In respect of Out-of-school Hours and Holiday Programmes

***91.*** CSV ensures the maximum possible access for children with intellectual disabilities to out-of-school hours and holiday programmes, arranging with CSV/OIDS Regional Services appropriate support service for children with intellectual disabilities where necessary, (7.8),

### In respect of Families Unable to Maintain their Child at Home.

***92.*** Funding be provided through CSV for expansion of the Special Needs Adoption Programme to provide for support for 30 children with intellectual disabilities each year, (7.9.1),

***93.*** Funding be provided through CSV to expand specialised foster care services for children with intellectual disabilities to the extent of foster care agencies' capacity to provide foster homes, but in any event to support a minimum of 30 additional children each year, (7.9.2),

***94.*** CSV/OIDS assists foster care agencies to expand their specialised foster care services to support children with intellectual disabilities and their families by:

- co-operation with CSV staff in assisting foster care agencies to recruit and train families interested in fostering children in the special needs of children with intellectual disabilities, with CSV as the lead agency;
- providing supplementary funding to foster care agencies in all CSV Regions through the Family Home Care for Children programme for the support of families who foster children with intellectual disabilities;
- providing training for workers in foster care agencies in the needs of children with intellectual disabilities;
- working through CSV with foster care agencies to put them in touch with families in need of foster care for their children; and
- maintaining contact with families who foster children with intellectual disabilities to ensure that they receive all the support, training and access to specialised support services that they need, through CSV/OIDS Regional Services and from Local Residential Service Teams, (7.9.2)

***95.*** Within the foster care system, funding be provided to foster care agencies to develop and implement a Supplementary Family Scheme, providing for shared parenting for a child with an intellectual disability, on a planned basis, between two households, (7.9.2),

***96.*** CSV/OIDS Regional Services provide assistance and support to foster care agencies in recruiting supplementary families, to both natural and supplementary families, and to the child, as required, (7.9.2),

### In respect of Children's Group Homes

***97.*** Community Residential Units currently accommodating children remain dedicated to the accommodation and support of children under 18 years in the future, with alternative arrangements being made for current residents when they reach 18 years of age, (7.9.3),

***98.*** Sufficient additional homes be obtained either from the Ministry of Housing and Construction or through private rental, depending in part on the preferences of parents, to provide accommodation for up to an additional 250 children currently listed on waiting lists or resident in Training Centres, during the first full year of operation of the Plan, (7.9.3),

***99.*** Local Residential Service Teams be established to provide the required support services for children in Group Homes and additional Children's Group Homes be established after the first year to accommodate 30 additional children each year, (7.9.3),

### In respect of Children in Institutions

***100.*** The Government's current programme to provide alternative accommodation and support for children with intellectual disabilities resident in State Training Centres proceeds as a matter of priority, (7.9.4),

***101.*** Special arrangements be made with foster care and adoption agencies to provide support for children with intellectual disabilities currently resident in Training Centres and other forms of large scale congregate care for whom foster care and adoption is the preferred option, to give priority to those children in their programmes, (7.9.4),

***102.*** Priority of access to Children's Group Homes be provided for children currently resident in Training Centres and other forms of large scale congregate care, (7.9.4),

### In respect of Special Accommodation Houses and Nursing Homes

***103.*** CSV/OIDS, during the next two years, establishes the needs of children presently in Nursing Homes and Special Accommodation Houses throughout the State, and develops a programme of alternative accommodation and support for those for whom long-term Nursing Home support is neither appropriate nor necessary, and those for whom Special Accommodation Houses constitute inappropriate accommodation, (7.10),

## EDUCATION

### In respect of Primary Education

***104.*** Ministry of Education, rather than CSV, staff be given the responsibility for advising parents of pre-school children on the most appropriate primary school programmes and choices for their child, (8.1),

***105.*** CSV/OIDS Case Managers be assigned the responsibility for developing, with a CSV/OIDS Interdisciplinary Team and involving Ministry of Education staff, a General Service Plan for each eligible child, and the School Integration Support Groups the responsibility for developing an educational programme for that child within the primary school system, (8.1),

***106.*** CSV and the Ministry of Education jointly develop formal procedures for planning the primary school needs of children with a developmental delay which address the future needs of children two years prior to the time they could be expected to enter primary school, allow monitoring of the needs of each child up to the point where he/she enters primary school and, if eligible for services, has a General Service Plan and Individual Programme Plan prepared, (8.1),

*107.* The determination of whether or not a particular pupil would be most appropriately served in a special class (full-time or part-time) or could succeed in a regular class programme (again, full-time or part-time) with support from a resource consultant or aide, be made by an Integration Support Group of the Ministry of Education in the context of an Individual Programme Plan, according to current guidelines for the operation of such groups, (8.1),

*108.* The General Manager, Schools Programme Branch, Ministry of Education, develop a process for determining the need of each child for special educational support and services, and that this process operates within the context of an Individual Programme Plan and reflects the application of the principles of shared decision-making, flexible problem solving and management responsibility for resource allocation, (8.1),

*109.* An appropriate data-base be developed and maintained on the numbers, needs and progress of children with intellectual disabilities, as a co-operative programme between the Ministry of Education and CSV, and within the context of the wider CSV/OIDS client data base which will be developed from the process of preparing and reviewing General Service Plans, (8.1),

**In respect of Post-Primary Education**

*110.* The Ministry of Education commence planning for the progressive integration of older children with intellectual disabilities into the post-primary education system over the next decade, commencing with older children and young adults currently attending Special Schools, (8.2),

*111.* An initial project in integration in post-primary education be established in one metropolitan and one rural school during 1988/89, to assist in planning the development of appropriate class programmes, staff training needs and integration processes and procedures for the post-primary system as a whole. This programme to be monitored and evaluated by the Ministry of Education. Staff from Special Schools to be seconded to assist with the development of the initial programmes, (8.2),

**In respect of School Curricula Content**

*112.* The Ministry of Education concentrates on the content of school curricula as a key element in the development of its responsibility for integration in the education system, (8.3),

*113.* Teachers are provided with additional training opportunities which equip them adequately to develop and adapt curricula to meet the needs of children with intellectual disabilities, especially those with severe and profound disabilities, (8.3),

**In respect of the Roles of Integration Aides and Teachers**

*114.* The Ministry of Education ensures that pre-service induction training is provided for aides, and aides become a resource for an entire class rather than simply for intellectually disabled students in a class, (8.4),

*115.* Aides are only allocated where need is clearly demonstrated, and are not the major resource for children with intellectual disabilities. Teachers be clearly established in the role of the primary deliverers of education for all students, (8.4),

*116.* Teacher training in curriculum content and method in the education of students with disabilities be seen as a primary requirement for all teachers, (8.4),

*117.* Special Education Training become a required basic subject area in all teacher training prior to teachers taking up their classroom role, (8.4),

*118.* Post initial training in Special Education be provided for all teachers, especially post-primary teachers, (8.4),

***119.*** A career structure within the mainstream school system be developed for Special Education teachers currently in Special Schools, with a particular emphasis on their potential role as resource consultants and developers of appropriate programmes and curricula, as well as their role as integration teachers. That structure should provide for the involvement of Special Education teachers in both primary and post-primary education, (8.4),

### In respect of Transition Education

***120.*** The Ministry of Education begins the development of transitional training programmes within the post-primary school system, (8.5),

***121.*** The recommendation of the Working Party on Vocational Services to Young Adults with Disabilities that individual Vocational Transition Plans be prepared for young adults with disabilities, be adopted and put into effect, (8.5),

***122.*** CSV/OIDS and the Ministry of Education jointly develop procedures for co-ordinating development programming methods between home programmes and school programmes for people with disabilities, (8.5),

***123.*** The General Service Plan and Individual Programme Plans be used to provide the means of co-ordinating services between the Ministry of Education and CSV/OIDS, (8.5),

***124.*** CSV/OIDS Case Managers be assigned a clear responsibility for maintaining contact with the Ministry for Education and individual schools attended by clients to provide liaison and co-ordination between the agencies providing services to that client and to assist in resolving any particular problems or issue affecting the client's life, other than matters which are clearly educational matters, (8.5),

### In respect of Adult Vocational Education and Training

***125.*** The recommendations of the report on "TAFE and People with Disabilities" be implemented, to the extent that this has not already occurred, without further delay, (8.6),

***126.*** The recommendations of the Working Party on Vocational Services to Young Adults with Disabilities be implemented, to the extent that they are not supplanted by recommendations made in this Report, (8.6),

***127.*** The State Training Board and CSV/OIDS negotiate an agreement with representatives of Committees of Management of Adult Day Training Centres for the transfer, by January 1990, of responsibility for pre-vocational and vocational training in Adult Day Training Centres from those Centres to the State Training Board as part of the development of pre-vocational and vocational training for people with intellectual disabilities within the TAFE College system, (8.6.1),

***128.*** Funding for pre-vocational and vocational training for people with intellectual disabilities, together with appropriate resources, be transferred to the State Training Board as the programme of transfer of responsibilities is implemented, (8.6.1),

***129.*** Basic skills development which could support vocational learning be offered through the Further Education system to assist people with intellectual disabilities to enter a training environment, (8.6.2),

***130.*** The Government introduce a new Development Programme, to provide financial support for innovative developmental programmes within Further Education systems, (8.6.2),

***131.*** The management of each TAFE College be fully briefed on their additional and extended responsibilities and assisted by the State Training Board and CSV/OIDS to prepare development and programme plans which enable those responsibilities to be met within the minimum practicable time, utilising, where necessary, funds and resources transferred from Adult Day Training Centres and additional special transitional funding provided through the Development Programme recommended as part of this Plan, (8.6.2),

***132.*** The proposals set out in the Report of the Working Party on Vocational Options for Training Centre Residents be adopted as the starting point for involvement of those residents in vocational programmes and employment services which are community-based, (8.6.2),

**In respect of Further Education**

***133.*** CSV/OIDS and the Division of Further Education in the Ministry for Education together with representatives of Adult Day Training Centre Committees of Management, commence negotiations directed at the redevelopment of Adult Day Training Centres as Providers of Further Education, offering courses both for adults with intellectual disabilities and others, in as open and non-segregated a setting as possible, (8.7),

***134.*** These negotiations be co-ordinated with the recommended negotiations on the transfer of appropriate Adult Day Training Centre pre-vocational and vocational training functions to the State Training Board, (8.7),

***135.*** Funds be provided in the 1988/89 Budget for a joint Project Team managed by the Further Education Division of the Ministry of Education, and including the State Training Board, CSV/OIDS and representatives from Adult Day Training Centres, to develop operational guidelines for the transfer of functions from Adult Day Training Centres to the Further Education Division and the State Training Board. This Team to also be responsible for guidelines for curriculum development, (8.7),

***136.*** Staff in Adult Day Training Centres be offered the opportunity to transfer to the appropriate education system, that funding for these staff be transferred from CSV/OIDS to the Ministry for Education and that industrial relations issues be addressed as part of the negotiation of this transfer, (8.7),

***137.*** Education currently offered through Adult Day Training Centres in activities of daily living, relevant to people's lives and activities in their homes, be provided in their home as part of the function of the Local Residential Service Teams, (8.7),

***138.*** Committees of Management of Adult Day Training Centres be offered the option of becoming Providers of Further Education as part of the Division of Further Education, or electing to manage residential, employment or other contracted services for people with intellectual disabilities in their communities, (8.7),

***139.*** The transfer of functions and responsibilities and funding be implemented from 1st January 1990, (8.7),

**EMPLOYMENT**

**In respect of Pre-vocational and Vocational Training**

***140.*** Work experience programmes be available to people with intellectual disabilities during their post-primary education and as part of adult education, utilising both schemes generally available to students and young adults and the unpaid work experience system for people with disabilities developed between the ACTU and the Commonwealth. State and Local Government agencies to participate in the provision of work experience opportunities, (9.2),

***141.*** Young adults with intellectual disabilities have the opportunity to participate in Traineeship Schemes which link employment with training, and CSV/OIDS makes funds available to appropriate agencies to provide support staff for trainees with intellectual disabilities. Discussions be held with the State Training Board and the ACTU-Lend Lease Foundation and other interested agencies to establish a Traineeship Scheme, (9.2),

***142.*** A Group Apprenticeship scheme offering training opportunities for young adults with intellectual disabilities be established, under the joint auspices of an appropriate CSV/OIDS funded or Commonwealth funded agency such as Worklink, in consultation with the State Training Board and the ACTU-Lend Lease Foundation, (9.2),

***143.*** The principle of on-the-job training linked with post-secondary education be adopted as the basic means of assisting young adults with intellectual disabilities to access employment opportunities. The State Training Board be given the principal responsibility for managing this service but CSV/OIDS provide funding to specialised support agencies able to offer on-the-job and in-service training support to individual clients, (9.2),

**In respect of Employment Support**

***144.*** Funding be provided through CSV/OIDS for the establishment and operation of employment support in each Region, as non-profit corporations, to provide work preparation, job search, job support and client monitoring services for people with intellectual disabilities seeking employment, (9.4),

***145.*** Existing Adult Day Training Centre employment organizations be eligible for re-establishment as job support agencies under this scheme, (9.4),

***146.*** A proportion of the employment support funds be available to finance the training of staff from employer organizations who will become on-the-job trainers for intellectually disabled employees, (9.4),

***147.*** CSV/OIDS, the State Training Board, employer organizations and unions consult on the establishment of appropriate training schemes and procedures for the training of on-the-job employment trainers, (9.4),

**In respect of the Removal of Barriers and Disincentives**

***148.*** CSV/OIDS establishes a joint Working Party with appropriate State, Commonwealth, employer organizations and unions to examine legislative and regulatory barriers to the employment of people with intellectual disabilities and recommend ways in which those barriers may be removed and replaced by affirmative action principles, (9.5),

***149.*** The Working Party examines financial disincentives to employers of people with intellectual disabilities and recommends programmes to address and remove those disincentives, including the wider application of the Slow Workers Permit and Jobstart schemes, (9.5),

**In respect of Public Sector Initiatives in the Employment of People with Intellectual Disabilities**

***150.*** The Government introduces programmes of employment for people with intellectual disabilities within Government agencies, as part of an affirmative action programme, involving the training of on-the-job trainers and support staff in each organization and the employment within those organizations of people with intellectual disabilities on specified terms and conditions, utilising, where appropriate, mechanisms such as the Slow Workers scheme, (9.6),

***151.*** An initial project under such a programme be the training of CSV/OIDS artisan staff as on-the-job trainers at each Training Centre, to employ people with intellectual disabilities who are resident at the Training Centre or elsewhere in the maintenance of grounds and buildings, the maintenance of Community Residential Units, the maintenance of vehicles, and contract work in the community, (9.6),

***152.*** A project be established offering employment for people with intellectual disabilities in appropriate office-based activity within Community Services Victoria, (9.6),

***153.*** CSV/OIDS Central and Regional Services staff work with other State agencies and with Local Government to develop additional employment opportunities and programmes for people with intellectual disabilities under this general programme of public sector initiatives, (9.6),

***154.*** A Report be prepared for the Government within two years on the outcomes of these initiatives, (9.6),

### In respect of Segregated Employment

***155.*** CSV/OIDS, consistent with the policies of the Commonwealth, supports, encourages and funds sheltered, segregated employment organizations in this State which adapt and amend their services and programmes to provide access to supported open employment for people with intellectual disabilities, (9.7),

## THE JUSTICE SYSTEM

### In respect of Police Contact

***156.*** In addition to implementing proposals already made with respect to Police Standing Orders, Police training and contact between CSV/OIDS and the Victoria Police, CSV/OIDS and the Police consult on the implications of the recommended introduction of a Case Management system within CSV/OIDS for Police dealing with suspected offenders who are registered as clients of CSV/OIDS, with a view to co-operation which maximizes the benefit to the registered client, (10.2),

***157.*** CSV/OIDS and the Victoria Police consult on arrangements considered appropriate where Police have contact with a person considered to have an intellectual disability, but who is not known, or able to be established, as a registered client of CSV/OIDS, but who may be entitled to CSV/OIDS services under the emergency provisions (Section 7(4)) of the Intellectually Disabled Persons' Services Act 1986, (10.2),

### In respect of Initial Court Action

***158.*** CSV/OIDS develops the capacity through the emergency support services recommended elsewhere in this Report to provide accommodation and support for alleged offenders who are either clients of CSV/OIDS or are eligible to receive services under the emergency provisions of the Act and who would be released on bail if they had appropriate accommodation and support available. This service should not extend to offenders who have been remanded in custody—i.e.: custody should not be defined to include residence in a Community Residential Unit or group home, (10.3),

***159.*** Where offenders require secure accommodation while receiving assessments, arrangements be made with the Health Department Victoria for access to Wards M5 and M6 at Mont Park for people with intellectual disabilities, until appropriate remand facilities are established in association with a secure CSV/OIDS unit, (10.3),

### In respect of Pre-Trial Action

***160.*** CSV/OIDS continues the development of its proposed Justice Plan Report System, but integrates this proposed system within wider Criminal Justice Advisory Services set out in later recommendations, (10.4),

### In respect of Court Proceedings

***161.*** CSV/OIDS establish a Justice Services Advisory Unit within Central Office to :

- develop guidelines for Police and for CSV/OIDS staff relating to the treatment of suspects and alleged offenders who are clients of CSV/OIDS or may be eligible to be clients under the provisions of the Intellectually Disabled Persons' Services Act 1986;
- co-ordinate actions and involvement by CSV/OIDS staff on behalf of clients or eligible persons suspected of, or charged with, an offence and provide specialist support and advice to those staff;
- co-ordinate the preparation of Justice Plans, for suspects and alleged offenders eligible for services, and ensure consistency of content for such Plans;
- provide specialist advice to Courts on the capacity to plead of individual offenders and on their capacity at the time of the offence, and on any other matters relevant to the determinations of Courts with respect to individual offenders;

- provide specialist advice to Courts, in conjunction with the Office of Corrections Court Advisory Service, on sentencing options for eligible persons who are judged guilty of an offence or are judged not guilty but may be subject to Court orders, with the object of utilising and developing a continuum of sentencing possibilities for offenders within the Corrections system and within specialist CSV/OIDS support services;
- maintain a watching brief on sentenced clients to ensure that their rights are adequately protected during the period of their sentence and that appropriate arrangements are made for their future by other elements of the CSV/OIDS service system once their sentence is complete, (10.5),

***162.*** The Unit be staffed with appropriately qualified professionals in the field of intellectual disability, who also have skills relevant to their responsibility for dealing with the Criminal Justice system and a capacity to establish standing with the Courts, and by experienced legal staff, (10.5),

**In respect of CSV/OIDS Responsibility for Security Residents**

***163.*** CSV/OIDS and the Office of Corrections consult further to agree formally on a programme of staff secondments, support services and training which will improve the capacity of the prison system to provide appropriate services, support and protection for prisoners who have an intellectual disability, (10.6),

***164.*** A special secure unit be established adjacent to either Loddon Regional Prison or Barwon Regional Prison to provide accommodation, support services and programmes for offenders sentenced under Court orders under Sections 393 and 420 of the Crimes Act, and for a maximum of 20 offenders transferred from prison under Section 21 of the Intellectually Disabled Persons' Services Act, (10.6),

***165.*** Custodial services for the special secure unit be provided by the Office of Corrections and programme and support services staff be provided by CSV/OIDS, with both agencies co-operating in the design of the unit, (10.6),

***166.*** In the event that this option is unacceptable, CSV/OIDS develop a separate facility by one of the following means:

- appropriate redevelopment of Sandhurst Training Centre at Bendigo;
- appropriate redevelopment of a portion of the sites of either Janefield or Kew;
- development on a greenfields site, (10.6),

***167.*** The facility be planned, developed and managed to provide separate accommodation and programmes for different categories of residents, as appropriate, (10.6),

***168.*** The Justice Services Advisory Unit recommended elsewhere in this Report have responsibility for all matters arising from the Director-General's obligations under the Intellectually Disabled Persons' Services Act, the Crimes Act as it stands or as it is proposed to be amended, and especially with regard to the admission, discharge and reporting requirements relating to offenders proposed to be placed in the charge of the Director-General by the Courts or the Minister for Corrections, (10.6),

**In respect of Sentences under Section 20 Of the Intellectually Disabled Persons' Services Act 1986**

***169.*** CSV/OIDS, in co-operation with the Office of Corrections, continues the development of support services enabling the maximum appropriate use of Section 20 of the Intellectually Disabled Persons' Services Act by the Courts in sentencing offenders with an intellectual disability, (10.7),

***170.*** In particular, through the emergency respite service recommended elsewhere in this Report, CSV/OIDS provides short-term accommodation for persons eligible to be sentenced under the provisions of Section 20, where the lack of any alternative accommodation arrangements acceptable to the Court would lead to that person being sentenced to imprisonment, (10.7),

***171.*** Should the nature of the offences involved be such as to make a form of segregated accommodation for offenders sentenced under Section 20 appropriate, CSV/OIDS provides short-term hostel-type accommodation for such offenders, within Melbourne, utilising an existing property such as St Gabriel's Centre for this purpose. The hostel may also be utilised for people with intellectual disabilities coming into contact with Police in their community policing role, (10.7),

***172.*** Any accommodation provided by CSV/OIDS as a service in response to Section 20 of the Act be for short-term use only while longer-term arrangements acceptable to the Court in each individual case are made, and are approved by the Court. The short-term nature of the accommodation, and the steps to be taken to deal with the longer-term accommodation needs of offenders sentenced under Section 20, be acknowledged in any order arising under that Section in a Court, (10.7),

***173.*** The Justice Services Advisory Unit recommended elsewhere in this Report takes responsibility for ensuring the consistent and effective application of Section 20 through its recommended role in providing advice to Courts and in co-ordinating CSV/OIDS responses to Court determinations, (10.7),

### In respect of the Issue of Victims

***174.*** CSV/OIDS, through the Justice Services Advisory Unit, develops and disseminates guidelines for CVS/OIDS staff, Police and generic agencies on how best to assist people with intellectual disabilities who are victims of crime, (10.8),

***175.*** CSV/OIDS staff ensure that assistance to victims who have an intellectual disability forms part of any programme of training in intellectual disability offered to Police, (10.8),

## BEHAVIOUR AND PSYCHIATRIC SERVICES

### In respect of Assessment and Programme Planning for Clients with Behavioural Difficulties

***176.*** Interdisciplinary Assessment Teams in each Region, led by a client's Case Manager, be assigned the responsibility for preparing General Service Plans and approving and reviewing Individual Programme Plans for clients who have difficult behaviours. These Plans be reviewed and amended as frequently as is necessary to serve the best interests of the client, (11.2),

***177.*** Local Residential Service Teams be assigned the responsibility for implementing behaviour management programmes for clients they support, and for employing appropriate specialist skilled staff to enable them to meet that responsibility. Design and monitoring of these programmes be the responsibility of a qualified specialist from the Specialist Support Team or a sessional psychologist, (11.2),

***178.*** Where clients with behaviour problems are: living with their natural family; are adopted; are living with foster parents; or are supported by supplementary families, those people responsible for their direct support receive appropriate training in behaviour management techniques and be assisted by the Local Residential Service Teams and CSV/OIDS Regional Services to implement programmes of activity planned for the client, (11.2)

***179.*** Appropriate professional staff be available, on a sessional consultancy basis if necessary, to advise CSV/OIDS Regional Services, Local Residential Service Teams and others on the support and programme needs of individual clients, and to design and monitor behaviour management programmes, (11.2)

***180.*** A specialist Behaviour Management Unit be established, staffed by behavioural psychologists and appropriately skilled direct service staff, at Moorakyne Hostel, Kew, to assist long-term institutional residents who will be moving to community-based accommodation and services and who have behavioural problems. The Unit to offer both in-house services and specialist support to people living in the community, (11.2),

***181.*** The Unit assist people to change their behaviour in ways which enable them to function effectively in the community, with appropriate support, and operate over the next five to seven years while institutional residents are relocating to community-based accommodation and services. A review of its activities be conducted within five years, (11.2),

### In respect of Accommodation for Clients with Behavioural Difficulties

***182.*** Where secure accommodation is required for clients who have behavioural problems, this be provided at Eagle Unit at Colanda Training Centre, Colac, (11.3),

***183.*** An appropriate specialist team be established at Colanda with the skills necessary to work with people with significant behavioural problems which are socially threatening, (11.3),

***184.*** A review of facilities at Colanda be conducted and a plan prepared for any necessary changes or improvements to ensure that it is adequately equipped to fulfil the functions recommended, (11.3),

***185.*** A review of the effectiveness of the Colanda facilities and programmes be conducted after five years to establish if continuation of the recommended role is necessary, (11.3),

***186.*** The Director-General refers any application for admission to a residential institution or a special unit which involves clients with significant behavioural problems to the Intellectual Disabilities Review Panel for a report and recommendation prior to admission, and the admission be for a period no longer than 12 months, (11.3),

***187.*** Prior to any extension of the period of residence of a client admitted to a residential institution or a special unit as a consequence of behavioural problems the Director-General seeks a report and recommendation from the Intellectual Disabilities Review Panel, (11.3),

***188.*** Adults whose behaviour may be challenging but is assessed as neither threatening nor dangerous be provided with support services by contracted specialists, Local Residential Service Teams and generic services, under appropriate General Service Plans and Individual Programme Plans prepared by or agreed with CSV/OIDS, in homes in the community, (11.3),

### In respect of Day Programmes for Clients with Behavioural Difficulties

***189.*** Supported day programmes available to other people with intellectual disabilities also be available to people with behavioural difficulties, in the context of their General Service Plans and Individual Programme Plans, through both specialist and generic services, and with appropriate CSV/OIDS funded staff support, (11.4),

### In respect of Clients with Psychiatric Illnesses

***190.*** People with intellectual disabilities who are also diagnosed as having psychiatric illnesses receive treatment and support services relating to those illnesses through the same range of psychiatric services as do other people in the community, (11.5),

***191.*** CSV/OIDS Case Managers and staff of direct support services be assigned the responsibility for ensuring that people who are suffering, or appear to be suffering, some form of psychiatric illness have access to community-based and other generic psychiatric services in the same manner as they will have access to services designed to treat physical ailments, (11.5),

***192.*** Where people with intellectual disabilities are admitted to public psychiatric hospitals on the advice of an authorized psychiatrist, CSV/OIDS retains the responsibility for services and support other than their hospital treatment, and maintains liaison with the psychiatric services to ensure the development of an effective post-treatment plan and the subsequent implementation of that plan including, where necessary, access to additional specialist support services, (11.5),

***193.*** The management of Kingsbury Training Centre be transferred to the Office of Psychiatric Services, to be developed and operated as a small special Unit linked with Larundel Hospital for the assessment, post-treatment rehabilitation and behavioural development of people with intellectual disabilities who also suffer from complex psychiatric illnesses. The Unit to provide primary, secondary and tertiary consultation services to agencies providing intellectual disability and psychiatric services on the management of the psychiatric illnesses of people with intellectual disabilities, (11.5),

***194.*** The Unit be managed by a senior psychiatrist qualified in intellectual disability and be staffed by persons qualified in intellectual disability and psychiatric nursing, (11.5),

***195.*** The Director-General of Community Services Victoria retains, on behalf of clients admitted to psychiatric hospitals and/or to the special Unit, the power to refer their admission for review by the Mental Health Review Board, (11.5),

### In respect of Clients Living in Psychiatric Hospitals

***196.*** A special Waiting List be prepared by CSV/OIDS for people with intellectual disabilities who are currently resident in Mayday Hills and Aradale psychiatric hospitals, and who are seeking alternative community-based accommodation and services. CSV/OIDS Regional Services staff and the Community Accommodation Co-ordinator make allocations from this Waiting List to appropriate generic and specialist accommodation and services each year as opportunities become available, and within the overall planned programme of development of community-based accommodation and services, (11.6),

***197.*** In the first year of the Plan, and in accordance with prior commitments, urgent attention be given to the relocation of all residents of Brierly Hospital who have intellectual disabilities to alternative accommodation and services, in community settings, where appropriate, (11.6),

***198.*** Accommodation and appropriate support services be provided in any Region of the State to which residents elect to relocate, in accordance with residents' needs and preferences and in consultation with their relatives or other advocates, (11.6),

***199.*** Staff providing services to residents with intellectual disabilities be given the choice of remaining employed at the institutions or electing to become staff of CSV/OIDS funded Local Residential Service Teams whether within the same Region or elsewhere, (11.6),

***200.*** Until all residents with intellectual disabilities have relocated, the current joint management and contractual servicing arrangements continue, (11.6),

***201.*** Decisions on the future of the institutions themselves (as distinct from the future of residents who have intellectual disabilities) remain a matter for the Minister for Health, (11.6),

## OTHER SERVICES

### In respect of Adult Day Training Centre Committees of Management

***202.*** The roles for Committees of Management of existing non-government non-profit organizations providing services to people with intellectual disabilities be redeveloped to encompass one or other of the following:

- Management of Local Residential Service Teams;
- Management of Equity Housing Management Co-operatives;
- Providers of Further Education;
- Management of Employment Support Services;
- Providers of Development Programmes; or
- Management of Recreational Services, (12.1.3),

## In respect of Citizen Advocacy

***203.*** The programme be extended to all CSV/OIDS regions, and offered as a basic means of assistance and support for intellectually disabled adults. Funding to be sought from the Commonwealth Government, (12.2),

## In respect of Ministry of Transport Initiatives

***204.*** A special study be made of the current patterns of transport use and the identifiable transport needs (including unsatisfied needs or needs difficult to satisfy under present arrangements) of people resident in State Training Centres, attending Adult Day Training Centres and resident in Community Residential Units, in the context of other recommendations of this Plan relating to increased access to, and use of, community-based services, (12.3.1),

***205.*** Transport needs for each CSV/OIDS client be identified in General Service Plans and summaries of transport needs, by Local Government Area or region, for particular client groups be made available to Transport Victoria on an ongoing basis, to establish transport service needs for people with intellectual disabilities (12.3.1),

***206.*** From January 1990, Transport Victoria take responsibility for providing Community Transport services, for people with intellectual disabilities, as part of a programme of increased access for people with intellectual disabilities to public transport and to make improved use of available transport equipment and infrastructure, (12.3.1),

***207.*** As part of the development of the Community Transport system, and as Community Transport services are established in each Region, the CSV-funded vehicles and related resources used at each Adult Day Training Centre, State Training Centre and Community Residential Unit for client transport be integrated within the Community Transport services system to be operated by Transport Victoria, (12.3.1),

***208.*** During 1988/89 and 1989/90, joint projects between Community Services Victoria and Transport Victoria be established in both metropolitan and country areas to assess consumer outcomes and community impacts of the above recommended actions, and that these projects be evaluated by the Evaluation Unit recommended elsewhere. The projects to involve management of services on a contracted basis as well as direct management by the Metropolitan Transit Authority and the State Transport Authority, (12.3.1),

***209.*** A small Task Force of Transport Victoria and CSV/OIDS officers, together with appropriate community representatives, be established to set up these projects and to plan for the future transfer of responsibilities, and that this Task Force be funded in the 1988/89 budget, (12.3.1),

## In respect of Leisure and Recreation

***210.*** The Department of Sport and Recreation takes responsibility for funding the development of sporting and recreational programmes suitable to the needs of people with intellectual disabilities, and for arranging that those programmes are offered through organizations funded to provide programmes for other people in the community, (12.4),

***211.*** A strong "Disabilities Unit" be established in the Department with the responsibility for ensuring that the Department's programmes and funded support of other agencies are designed to ensure access by people with intellectual disabilities to leisure and recreation opportunities supported by the Government, (12.4),

***212.*** The Disabilities Unit be authorized to provide funds to appropriate organizations for the re-design and redevelopment of leisure and recreational activities to improve their accessibility to, and value for, people with intellectual disabilities, (12.4),

***213.*** CSV/OIDS establish training programmes for the staff of Local Government and other organizations to assist them in obtaining an appropriate level of understanding of the particular needs of people with intellectual disabilities with respect to recreation, leisure and sport, and to plan the development of their agencies' services and activities to provide opportunities for people with intellectual disabilities to participate actively in those services and activities, (12.4),

***214.*** Recreation aides/officers appointed by Local Government under State-funded or supported programmes be assisted by CSV/OIDS and the Department of Sport and Recreation to plan for and address the recreational needs of people with disabilities living in their particular municipalities, (12.4),

***215.*** CSV/OIDS, the Department of Sport and Recreation and representatives of Adult Day Training Centres establish a joint Working Group to assess the need for specialist services in each CSV Region to support intellectually disabled people in accessing recreation and leisure opportunities. The Working Group to examine the best method of developing, funding and managing any required support service, encompassing activities such as:

- access to locally available sport and recreation programmes open to the community at large;
- access to camps and other holiday opportunities;
- dissemination of information about sport and recreation opportunities;
- organizing lunch/after work recreation sessions in workplaces;
- organizing social outings;
- encouraging individual achievement; and
- related activities, (12.4),

***216.*** The Department of Sport and Recreation provides on-going funding for an appropriate community organization with a State-wide focus to act as a peak body to ensure access by people with intellectual disabilities to generally available sport and recreation programmes, and, as required, to provide support to organizations providing sport and recreational opportunities to people with intellectual disabilities, (12.4),

***217.*** Recreation and Leisure Officers from the Department of Sport and Recreation be appointed on a regional basis to assist Local Government and community organizations in the practical integration of people with intellectual disabilities into community-based recreation and leisure programmes and activities, (12.4),

***218.*** The Ministry for the Arts organizes a wide range of programmes aimed at the inclusion of people with intellectual disabilities in opportunities to participate in, and benefit from, artistic and cultural activities and experiences. Funds be provided in 1988/89 for an Arts Access Programme for people with intellectual disabilities which supports their enjoyment of, and participation in, the arts in the widest possible sense, (12.4),

***219.*** The Youth Affairs Division of the Department of Labour develops a series of programmes appropriate to the needs of young people with intellectual disabilities who need support in participating in and enjoying opportunities and experiences available to other young people assisted through the Department's activities. CSV/OIDS to provide specialist support to the Department as required, (12.4),

## PREVENTION OF INTELLECTUAL DISABILITY

### In respect of the Prevention of Intellectual Disability

***220.*** The Government sponsors further research into the medical or environmental causes of intellectual disability and into the approaches and processes that can be adopted to eliminate or reduce the impact of those causes. Sponsorship of such research to be pursued through both the Health Department Victoria and Community Services Victoria, (13.3),

***221.*** Where risk factors have been identified, information setting out those risks be widely disseminated using all possible media. The purpose of the dissemination of public information to be, first, to educate people about what may be harmful to an unborn child and hence to the family as a whole and second, to identify available sources of diagnosis, treatment, advice, counselling and other services, (13.3),

***222.*** The Government gives consideration to a greater emphasis on eliminating the causes of harm. This may include a wide range of activities involving Occupational Health and Safety, industrial pollution, more severe penalties for unsafe driving or the failure to use seat-belts or child-carrier seats, better safeguards against the risk of accident involving toxic and poisonous substances, and similar measures, (13.3),

***223.*** Where methods of screening or detection are available, all potential parents to have access to them regardless of the geographical location of their homes. A review of the availability of these services across the State to be conducted with a view to extending access where necessary, (13.3),

***224.*** Where the potential birth of a child with an intellectual disability is confirmed, the future parents to be provided with access to appropriate counselling and the opportunity to discuss with the parents of other children with intellectual disabilities the likely impact on the life of their family of the birth of a child with an intellectual disability, (13.3),

***225.*** Parents be given adequate information when their child is born or diagnosed as having a intellectual disability on the availability of support services to them and their child and their means of gaining access to those services, (13.3),

***226.*** The Health Department Victoria develop a more widespread and effective programme of public health education on the causes of intellectual impairment and measures for its prevention, (13.3),

***227.*** The Health Department Victoria develop more widely available counselling and screening services for intending parents and pregnant women to assist with both prevention and early detection of potential intellectual impairment among infants, (13.3),

***228.*** The Health Department Victoria develop a more appropriate and informative reporting system on birth defects leading to potential or actual intellectual disability, and make that data available to Community Services Victoria as an input to services planning, (13.3),

***229.*** The Health Department Victoria ensure that medical practitioners are fully informed and, where necessary, educated in the needs of people with intellectual disabilities and their responsibility for, and opportunities to provide, appropriate assistance and advice, (13.3),

## COMMUNITY EDUCATION

### In respect of the Dissemination of Information to the Community

***230.*** CSV/OIDS establishes and maintains an annual budget sufficient to conduct an effective programme of information preparation and dissemination, using all available communications media within a planned communications programme, to inform the community about intellectual disability, the Government's programmes, services available to people with intellectual disabilities and any related matters, (14.1),

***231.*** Appropriately skilled staff either be appointed or contracted to co-ordinate the programme of community education and information dissemination State-wide, and in each Region one appropriate officer be assigned the responsibility for communications programmes within that Region within the context of State-wide activity. Liaison be maintained with the Government's Media Unit on communications strategies and programmes, (14.1),

***232.*** Contacts be developed and maintained with media with a view to utilising their services and skills in maintaining a positive, intensive and effective communications programme, (14.1),

***233.*** CSV/OIDS staff create, and take advantage of, opportunities to speak with, and provide information to, community , business, government agencies, service providers, schools and other education institutions, clients and families as part of the programme of information dissemination, and be provided with the communication resources necessary to do so, (14.1),

***234.*** The Intellectual Disabilities Council plays an active and significant role in community education by all the means available to it, (14.1),

## HUMAN RESOURCE DEVELOPMENT

### In respect of Professional Qualifications

***235.*** CSV/OIDS provides sufficient funding to maintain the number of existing staff receiving full-time in-service training for the Advanced Certificate in Developmental Disabilities until the backlog of untrained staff is eliminated, (15.1),

***236.*** CSV/OIDS identifies measures it may take to encourage pre-service training for the Diploma of Applied Science (Intellectual Disability), including the possibility of scholarship assistance to potential recruits, with the objective of having at least 100 people in training throughout the State each year, (15.1),

***237.*** CSV/OIDS consults with representatives of non-government service-providing organizations to establish a programme to support the in-service training of their staff, (15.1),

### In respect of Basic Skills Development

***238.*** A co-ordinated training plan be prepared within which each of the Staff Education Resource Units will develop a specific role, offering either courses common to all Units or specialist courses unique to particular Units, (15.2),

***239.*** Units begin without delay the process of extending the number and type of short training courses offered, to encompass at least the following areas:

- Induction courses for new recruits;
- Transition training for existing staff;
- Case management training;
- Programme planning;
- Support skills for recruited families and for parents;
- Supplementary skills for staff of generic service agencies;
- Supervisory skills for more senior staff;
- Community relations skills, (15.2),

***240.*** Where Units do not have the current capability to begin the development of appropriate course curricula, external agencies be contracted to assist with this urgent task, (15.2),

## PLAN OUTCOME EVALUATION

### In respect of Continuing Evaluation

***241.*** The monitoring, evaluation and reporting responsibilities of the Audit and Review Team, the Intellectual Disabilities Council; the Cabinet Sub-Committee on Intellectual Disability Services and CSV/OIDS be co-ordinated to ensure that regular and consistent reports on all aspects of service redevelopment are prepared and disseminated, (16.1),

***242.*** Detailed discussions be held with appropriate tertiary institutions to establish an Evaluation Team to provide an on-going external evaluation of the client outcomes resulting from the implementation of the initiatives set out in this Report, (16.1),

## IMPLEMENTATION

### In respect of an Area-based Service System

***243.*** Regional Plans for service development and the provision of new services ensure that not only are the needs of clients in that Region met but also that clients relocating from Training Centres and other facilities have the opportunity to move to the area of Victoria they prefer, and that services are planned and made available in a manner which places minimal limitations on their choices, (17.2),

***244.*** The area focus of services reflects the principle that clients have available to them services provided and managed within the area in which they elect to live, and local development and delivery of services is emphasised and strengthened through Regional planning processes which involve Local Government and the local community in as intensive a manner as is practicable, (17.2),

### In respect of the Sequence of Service Redevelopment Activities

***245.*** The programme for the development of new accommodation and support services set out in the Report be adopted as the initial basis for service redevelopment. Priorities for client access to new services be established on an annual basis reflecting the allocation of funds, the need to plan for the closure of specific Training Centres and the availability of services in particular locations within the State, (17.3),

### In respect of Assisting Training Centre Residents to Move to Homes in the Community

***246.*** Within each CSV/OIDS Region, a skilled officer be appointed as Housing Manager, to assist people with intellectual disabilities to obtain housing suitable for their need within that Region, through as wide a variety of means as is possible, (17.4),

***247.*** CSV/OIDS formally establishes an annual Programme Development Planning process, related to the timing of State budgetary decisions, to establish, each year, the scale and timing of service expansion and the allocation of resources between Regions for new services, (17.4),

***248.*** CSV/OIDS formally establishes, without delay, Waiting Lists which identify, for planning and service development purposes, people in Training Centres seeking alternative community-based accommodation and services, and utilises these Waiting Lists, together with those held for each Region, for planning annual programmes of accommodation and service development and for assisting people to access new support services, (17.4),

### In respect of the Redevelopment of Services within Training Centres

***249.*** All specialist staff positions on the staff establishments of Training Centres be transferred initially to the Specialist Client Support Services Team within the Regional Services structure, with responsibility for providing services to clients in the community as well as those in Training Centres. These staff to continue to be available to provide support for residents in Training Centres on either a sessional or on-call basis, except where the resident can readily access and benefit from the use of services generally available in the community, (17.5),

***250.*** Subsequent consideration be given to the transfer of medical practitioners employed within institutions to the Health Department Victoria or to Community Health Centres, (17.5),

***251.*** A Case Manager be appointed for each resident, attached to the staff of the Client Assessment and Case Management Team of the relevant Region. As a client moves from the institution to the community, he or she be allocated a new Case Manager, a person familiar with and expert in the community to which the client is moving, (17.5),

***252.*** A policy be adopted that all residents in Training Centres be assisted to take part in activities and programmes outside the Training Centres on a regular (preferably daily) basis, which are appropriate to their needs and which are identified in their General Service Plan, (17.5),

***253.*** Service Planning and Development staff of regions, assisted by Case Managers, members of the Interdisciplinary Team and direct service staff based in Training Centres, develop and locate community-based day programme activities across the full spectrum of educational, vocational, employment and leisure activities, for residents in institutions, (17.5),

***254.*** New funding be provided for a Development Programme to establish new daily activities in the community, accessible to, and suitable for, residents of Training Centres, (17.5),

***255.*** The proposals of the Working Party on Vocational Options for CSV/OIDS Training Centre Residents which recommends significant reforms to employment arrangements and vocational activities within Training Centres and new arrangements for access to external employment, vocational activities and other programmes, broadly consistent with this Report's recommendations, be implemented as soon as is practicable, (17.5),

***256.*** The prime focus of service redevelopment within Training Centres be on providing residents with as normal a pattern of experience and exposure to community activity and lifestyles as is possible while the Training Centre remains their home, (17.5),

***257.*** A Service Planning and Development Committee be established within each Training Centre, comprised of senior staff, staff representatives, client representatives and representatives of parent organizations, to:

- advise on redevelopment of services within each Centre within the framework of the Government's decisions on this Plan;
- assist in planning for future changes to each Centre's role, including the closure of the Centre where relevant;
- advise and assist other interested parties such as parent organizations on ways in which they can both assist service redevelopment processes and ensure that their family members fully benefit from those processes, (17.5),

***258.*** A Training Centre works programme be planned to address works which involve safety of lives as a major priority. The programme to avoid those investments in large-scale capital improvements which are premised on long-term continuing operation of Training Centres in their present roles, (17.5),

### In respect of the Future Uses of Training Centre Facilities

***259.*** The future of each Training Centre be decided by the Government in accordance with the proposals and the programme set out in the Report. Where Training Centres are to be converted to alternative uses, the requirement for capital works be determined and scheduled in the light of the programme for assisting residents to relocate to accommodation and support services in the community, (17.5),

### In respect of the Management of Change

***260.*** An Implementation Team for the Plan be established without delay within CSV's Central Office, with responsibility for directing the implementation of the recommendations agreed by the Government, with direct responsibility to the Director-General, Community Services Victoria and the Minister, (17.8),

***261.*** The Team to consist of appropriately senior officers (SES 2 and above) with support staff as required, and with responsibilities as set out in the Report, (17.8),

***262.*** The Department establishes the position of Community Accommodation Co-ordinator to plan and manage the annual programme of service expansion and provision of community-based accommodation and support services for people with intellectual disabilities, (17.8),

***263.*** The Manager of the Implementation Team be a member of the CSV Executive, (17.8),

### In respect of Industrial Negotiations

***264.*** As part of the initial phase of implementation of the Plan, negotiations be commenced with unions to address change issues arising from the Plan, processes for staff planning, counselling and support, and related industrial issues, (17.9),

***265.*** An appropriate industrial agreement be developed to provide for the protection of staff interests at the time of closure of any institution or staff relocation to new services, (17.9),

### In respect of the First Three Years

**266.** Responsibility for undertaking the tasks identified in the Report for the first years of the Plan, and others which may be identified from a review of the recommendations, be assigned to specific officers within CSV/OIDS and/or the Plan Implementation Team as appropriate, together with time-lines for their completion. A report on this process be provided to the Minister, for information, and monitoring of progress on the tasks be a responsibility of the Manager of the Implementation Team, (17.11),

### In respect of Transitional Funding

**267.** A transitional funding process be established whereby clients transferring from one service to another carry with them a per capita budgetary allocation transferred from the budget of the prior service to that of the new service. A fund be established which serves to maintain the prior service at an economic operating level until an incremental change in funding is possible as client numbers reduce, (18.4),

# SECTION 2

[illegible]

[illegible]

[illegible]

# 3. PRINCIPLES AND PHILOSOPHY UNDERLYING SERVICES REDEVELOPMENT

*The redevelopment of services for people with intellectual disabilities envisaged by this Report is, by any standard, a major undertaking. The action required will affect most of the Departments of the Government of Victoria and also the Commonwealth Government, Local Government Authorities, non-government organizations providing services, businesses, trade unions, and the community at large. The greatest impact will be on the opportunities and services available to consumers—people with intellectual disabilities and their families.*

*It is vital that the basic principles and philosophies on which the Ten Year Plan is based are well understood and accepted. This section of the report sets out those principles and philosophies, many of which are extensions of the principles set out in the Intellectually Disabled Persons' Services Act 1986 and in the Government's Social Justice Strategy.*

## 3.1 The Intellectually Disabled Persons Services Act 1986

The Act sets out fourteen basic principles to be followed, which are:

> "*(a) Intellectually disabled persons have the same right as other members of the community to services which support a reasonable quality of life;*
>
> *(b) Every intellectually disabled person has a capacity for physical, social, emotional and intellectual development and a right to individualized educational and developmental opportunities and is entitled to exercise maximum control over every aspect of his or her life;*
>
> *(c) The welfare of an intellectually disabled person is the first and paramount consideration;*
>
> *(d) The needs of intellectually disabled persons are best met when the conditions of their everyday life are the same as, or as close as possible to, norms and patterns which are valued in the general community;*
>
> *(e) Services should promote maximum physical and social integration through the participation of intellectually disabled persons in the life of the community;*
>
> *(f) Services generally available to all members of the community should be adapted to ensure access by intellectually disabled persons and specialised supplementary services should be provided to the extent required to meet individual needs;*
>
> *(g) Services to intellectually disabled persons should be provided in such a manner that an individual need not move out of his or her local community or travel inordinately long distances to receive the services needed;*
>
> *(h) Services to intellectually disabled persons should be sufficiently flexible in structure and organization to meet the varying needs of intellectually disabled persons in developing towards independence and to maximize the choices open to them;*
>
> *(i) It is in the best interests of intellectually disabled persons and their families that no single organization providing services to intellectually disabled persons exercise control over all or most aspects of an individual's life;*
>
> *(j) It is the responsibility of the State of Victoria to plan, fund, ensure the provision of, and evaluate services to, intellectually disabled persons according to the principles stated herein;*
>
> *(k) It is in the interests of intellectually disabled persons and their families for non-government organizations providing services to intellectually disabled persons to continue to play a significant role in direct service delivery;*

> *(l) The State of Victoria must ensure that government and non-government organizations providing services to intellectually disabled persons are accountable for the extent to which the rights of intellectually disabled persons are advanced and service quality assured;*
>
> *(m) Intellectually disabled persons have a legitimate and major role to play in planning and evaluating services;*
>
> *(n) When some restriction on the rights or opportunities of an intellectually disabled person is necessary, the means chosen should be the least restrictive of the available alternatives having regard to all the circumstances."*

The specific principles which provide the framework for the Act are also basic to the forward planning of services for intellectually disabled people. They are the guiding principles for the development of the Ten Year Plan in which we have taken the view that, where the Act refers to people with intellectual disabilities, this implies both the people with intellectual disabilities and their families.

## 3.2 Fundamental Principles

The first principle which has far-reaching implications for the development of services for people with developmental disabilities in general, and for those who experience severe/profound intellectual disabilities in particular, is the programming model which is referred to as the **developmental model** of programming or the developmental service model.

This model advocates approaching every developmentally disabled person with a positive expectation that he or she has the capacity to grow, learn, and develop, and emphasizes the critical importance of appropriate support and an enriched environment so that learning is more likely to occur.

The origin of this model lies in four fundamental principles related to current knowledge of human learning:

- that development, growth and learning are continuous throughout each person's life, regardless of that person's apparent intellectual capacity;
- that when learning stops, regression and deterioration begin;
- that human development progresses from the simple to the more complex in a sequential, orderly and predictable manner, allowing for each individual's uniqueness; and
- that the rate of development and learning, together with the direction it takes, is significantly affected by the environmental conditions and opportunities available to each person throughout their life-time.

The model also provides goals for teaching, through active, individualized and systematic education/habilitation programmes, for people with intellectual disabilities, which are:

- to assist a person to increase the complexity of his/her behaviour;
- to extend a person's ability to cope with and manage his/her own environment; and
- to assist a person to maximize his/her unique human qualities.

The emphasis is on the life-long potential for progress of each individual, regardless of the severity of his/her disability, and this represents a marked departure from earlier models relating to the understanding of intellectual disability and the teaching of people with disabilities.

Until recently, accepted practice was to assign developmental goals according to a person's score and classification on a test of general intelligence. Children with intellectual disabilities were sometimes classified as "educable"— "able to learn second to fourth grade subject matter"; or "trainable"—"not capable of learning academic skills such as reading and arithmetic" but "capable of eventually learning self-care in dressing, undressing, eating, toileting, and keeping clean"; or "totally dependent".

Thus, by definition, it was thought a waste of resources to attempt to provide people with severe intellectual disabilities with anything other than custodial care. Sadly these people 'proved' their original diagnosis and prognosis as normative environmental opportunities were not made available to them.

The developmental model takes the opposite approach by specifically avoiding classification and by seeking to maximize the potential for each individual to learn and grow. It provides a fundamental underlying assumption for many of the propositions developed throughout this Plan, as well as for many of the specific principles of the Act.

A closely related principle is that learning and development is most effective and most valuable for an individual when it occurs in the environments and by the means which are common to society at large. This is known as the principle of **normalization**. In its current and best known form it states that normalization is the use of culturally valued means, in order to enable people to live culturally valued lives.

In its more descriptive form the principle means the use of culturally normative means (familiar, valued techniques, tools and methods), to ensure that the living conditions (income, housing, health services) of people with intellectual disabilities are at least as good as those of average citizens, and to enhance or support their behaviour (skills, competencies), appearance (clothes, grooming), experiences, status and reputation.

In essence, this principle asserts that human services developed for people with intellectual disabilities need to be compatible with the value system of the general community. People who happen to experience intellectual disabilities, even severe/profound disabilities, have the basic right to be full members of the community, with services that emphasize developmental growth through experiences and training opportunities in culturally normative settings. This is in direct contrast to the custodial care model which emphasizes security, good health, nutrition, and physical care in socially isolated settings.

This culturally valued approach to development also underpins the proposals for service development set out in the Plan.

A third, related, principle lies in the concept of the **least restrictive alternative**. This concept requires programmes or services for people with intellectual disabilities to be provided in the way that is least restrictive to the individual's rights, yet provide the individual with a setting in which he or she can function effectively.

The importance of this concept is that it recognises that simply providing a programme or service in a normative setting cannot guarantee a culturally valued and personally satisfying lifestyle. Appropriate support services which permit the individual to use and further develop his/her unique strengths and assist the person to overcome skill deficits, together with a normative setting, constitute the least restrictive alternative for that person.

Hence a programme or service must also be tailored to meet the individual's needs, rather than the person being required to adapt to fit an existing programme or service. Since the individual's strengths and needs can reasonably be expected to change if the programme is fulfilling its purpose, such a programme must also be constantly and systematically evaluated and updated if the least restrictive alternative is to be maintained.

Incorporated in the principle are, therefore, such concepts as self-actualization, the dignity of risk, the right to increasing autonomy, and the right to service and protection. The principle of the least restrictive alternative can also be seen as an extension of the principles of normalization as it introduces the concept of the culturally valued environment and the person varying together to produce optimal developmental growth.

These ideas and principles are also reflected in the wider context of social policy as expressed through legislation such as the Equal Opportunities Act 1984 and the Government's Social Justice Strategy.

The Equal Opportunities Act 1984 sets out extensive prohibitions against discrimination against people on any grounds, including impairment and disability. The Act prohibits discrimination in a variety of circumstances—education, employment, recreation and housing—while making appropriate exceptions in each case. The expectation behind the legislation is that all people, irrespective of their personal circumstances, including intellectual disability, have the same basic rights of access to services and opportunities in the community as all other citizens.

The Government's Social Justice Strategy, in turn, is based on the principles of equity or fairness in the distribution of resources, fair access to goods and services, participation and protection of rights. These principles apply to people with intellectual disabilities as much as to others.

In particular, rights of access to services as set out in the Social Justice Strategy emphasize a commitment to making it easier for people to gain their basic entitlements to housing, health services, education, employment, public transport, and general community services. As the Strategy states:

> *"One of the key concepts of social justice is that all people should be assured of equal basic rights, and that the ability to exercise these rights should not depend on social and economic*

> *circumstances. If rights cannot be exercised by all people equally, they are simply another form of privilege."*

With specific reference to people with intellectual disabilities, the Strategy states that:

> *"The Government aims to assist those with an intellectual disability to achieve their maximum potential and to participate as fully as possible in the life of the community."*

The ultimate purpose of the Plan therefore, given the above principles and the Government's objectives, is to ensure that **people with intellectual disabilities are provided with the assistance necessary to enable them to live, learn, work and play with dignity as full and contributing members of the community.**

One implication of this approach is that, wherever and whenever possible, assistance should be provided to people with intellectual disabilities through the organizations and means by which other citizens receive assistance and services. This means that Government-funded services should, where required, be adapted or supplemented to ensure equitable access by people with intellectual disabilities.

Services should therefore be designed so that people with intellectual disabilities are encouraged and supported to:

- feel a part of the community, rather than separate from it,
- participate to the fullest possible extent in the social and cultural life of the community,
- develop and sustain friendships and close relationships,
- live in an atmosphere of mutual affection,
- be as self-reliant (independent) as possible but also be mutually-reliant (interdependent) with their fellow Victorians,
- exercise control wherever possible over their lives and decisions which affect their lives, and,
- pursue a meaningful occupation of their choice, within the community, and derive personal satisfaction from that occupation.

In order for these principles to be put into effect, services need to be designed to promote opportunities for fulfilment of each individual's capability to the maximum extent possible. This applies to services for people with even the most profound disabilities, despite the difficulties they may face in learning and personal development.

Support for development of the capabilities of people with intellectual disabilities should be an essential feature of every service.

## 3.3 The Importance of the Family and Community Environment

Most people, including those with intellectual disabilities, need to be involved with, and supported by, a network of family, friends, neighbours, and members of the community in which individuals live, work and spend their leisure time. This network forms an extension of the natural family and contributes, consciously or otherwise, to enriching the quality of life for those individuals.

One of the keys to progress and development for people with intellectual disabilities lies in opening up the community. The greatest changes which can be made lie in the way the community responds to and treats its intellectually disabled members and their families.

All citizens need to be aware of the issue of intellectual disability and the needs of people with intellectual disabilities and their families. The "out of sight, out of mind" philosophy which has dictated our responses to the needs of these people in the past has been challenged and now must be changed.

It must be understood that over 35,000 people with some form of intellectual disability already live in the community in Victoria. There is widespread acceptance of their presence and their rights as citizens but there is a need for more conscious and active involvement with their lives and for the development of additional opportunities and support for them to participate actively in their communities.

Accepting people with intellectual disabilities as neighbours is a simple and basic first step towards recognizing them as members of the community and finding ways to accept, understand and assist them.

Meeting people with intellectual disabilities in the street, at shopping centres, at the football, at movie theatres, in church and in community settings furthers that acceptance through familiarity and understanding and opens up new avenues for participation and assistance to them and their families.

Redefining concepts of worthwhile and productive work, and having people with intellectual disabilities active in the workplace, allows employers and workers the opportunity to use their own skills and creativity in assisting their fellow citizens while benefiting from their contact and participation.

Putting these principles into effect means changing the environment in which people with intellectual disabilities live.

Environmental change means creating new opportunities for people with intellectual disabilities, often not through funded programmes and government support, but by the removal of artificial barriers to their participation in society. People with intellectual disabilities must be allowed to benefit from the programmes and opportunities available to other people throughout the community.

The community must be conscious that a person with an intellectual disability experiences additional handicaps if there are environmental barriers which prevent that person from participating in daily life to his or her maximum capacity. Preventing additional handicaps, through environmental change, is an urgent challenge for the community as a whole and not simply for the government of the day.

To the extent that services and support for people with intellectual disabilities and their families can be developed and managed locally, through Local Government and as developments and extensions of existing Local Government community services, the prospect of achieving sensitive and aware community involvement will be markedly improved.

It is, in our view, essential that the management of service and support systems for people with intellectual disabilities is localized and integrated with other community services to the maximum practical extent, to develop a consciousness that people with intellectual disabilities are valued members of their own community, and not people to be isolated in remote and potentially impersonal service systems.

## 3.4 Flexibility and Choice

Services to people with intellectual disabilities should be sufficiently flexible in structure and content to meet the varying needs, choices and abilities of individuals, recognize their potential for independence and respond in a supportive way to their expressed ambitions. Service models need to be built upon the abilities of individuals rather than their perceived disabilities, and must be able to be readily adjusted as individual needs, choices and desires change.

Services should not be designed in isolation from the individuals who are to receive them. Services need to be designed to fulfil the needs of clients—not clients to fulfil the perceived objectives of the service models.

As a result, services need clear objectives but flexible modes of operation which reflect the choices of the people using them and provide an array of opportunities from which they might benefit. The success of any service should be measured by the achievements and expressed satisfaction of the people who use it.

Further, families of intellectually disabled children should receive assistance which enables them to participate in community life in ways similar to those enjoyed by the parents of children who do not have an intellectual disability.

## 3.5. Cultural Change

Significant improvement in the quality of life for people with intellectual disabilities and their families in Victoria over the next ten years depends on the achievement of a major and urgent cultural change in government and in the community. Only a major re-thinking of attitudes and perceptions, and consequent changes in practice, will guarantee progress for this disadvantaged group of citizens.

People with intellectual disabilities and their families face a situation where, unless that change begins now, their lives ten years from now will almost certainly not have improved, and they will have aged ten years. Further, another generation of children and families will be facing a situation similar to that which faces the present generation.

A lack of urgent attention to the rights of people with intellectual disabilities and their families as citizens, and their needs as individuals, will simply perpetuate their undignified and unfulfilling role as third class Victorians. They will remain condemned by inaction and indifference to hidden lives in the back rooms of our society. That must not be allowed to happen.

People with intellectual disabilities and their families deserve a better chance—they deserve the opportunity to fulfil their place as worthwhile citizens to the full extent of their capabilities and they deserve all the support they need to ensure that this occurs.

The Victorian Government made a major step forward in its support for people with intellectual disabilities and their families by passing the Intellectually Disabled Persons' Services Act 1986. This legislation lays down the framework for, and philosophy of, essential change.

The real challenge, however, lies in ensuring that the principles of that legislation, and the philosophies which underpin it, are now put into effect with vigour, urgency and a conscious and unfaltering desire to succeed.

That vigour, urgency, and desire to succeed have yet to be developed in government agencies, in many service organizations, in the union movement and in the community at large. There is still vocal opposition to change; there is still a strong adherence to the ideas of the past; and there is still a refusal to believe that better lives for people with intellectual disabilities and their families can be achieved and must be achieved.

People with intellectual disabilities cannot wait while gradual changes are made. They express frustration and anger with the lack of opportunities available to them and at the lack of support they receive. There is a need for an urgent programme of action to redress the neglect of the past.

Even where support is given to change, much of the debate is focussed on the impediments to change, and on the assumed need for change to be slow, cautious and evolutionary. The debate emphasizes matters of detail, and too often ignores the real issues of broad directions for change and the urgent need for change now.

Opposition and resistance to change arises from a lack of awareness of progress made internationally for people with intellectual disabilities and their families; an unwillingness to accept that international and interstate experience has relevance for Victorians; and a refusal to accept that Victoria cannot continue to live with a 19th Century, or even mid-20th Century attitude in this enlightened age of citizens rights and needs.

There is a failure in the community to appreciate the poor quality, poor scope and lack of responsiveness of current services to people with intellectual disabilities and their families in Victoria, relative to what has been achieved, and is being developed, elsewhere in Australia and overseas and relative to what could be developed here with a sufficient and properly directed effort.

The basis for cultural change has been set by the Commonwealth Government's Disability Services Act and by the Victorian legislation. The next step is to bring that change about with a combination of a sense of urgency, action to achieve change, a genuine belief in the value of the lives of people with intellectual disabilities, and with persistence.

The need for change to benefit these citizens is no less powerful nor less urgent than has been the need for affirmative action on behalf of women, aborigines, physically disabled people or those in poverty. These more articulate and powerful groups have dominated the political, cultural and social agenda for some years. The time is long overdue to turn some of those energies, and some of the spotlights of conscience, on the role and needs of people with intellectual disabilities and their families.

The major tasks which have to be addressed in relation to this sector of our community are:

- opening up the community and all its resources through education, information, participation, experience and the removal of all barriers that inhibit their full sharing in community life;
- using the community's resources and capabilities to support people to exercise their rights as citizens to the full and to live their lives in a dignified manner;
- re-structuring and re-orienting the government's agencies which provide or fund services so that those agencies become energetic, entrepreneurial and enthusiastic advocates for, and supporters of, the clients they have been created to serve;
- changing the nature of government support and services to ensure that those services are appropriate for the future and are not residues of the past;

- creating effective and positive co-operation between the three spheres of government, Commonwealth, State and Local, to ensure that all their efforts on behalf of people with intellectual disabilities in this State are co-ordinated and complementary, and support the progress and development of these citizens;
- ensuring that every government agency which provides services gives urgent priority to ensuring that people with intellectual disabilities also participate in, and benefit from, those services, where necessary with adequate and appropriate support;s
- ensuring that people with intellectual disabilities can break out of the traps of financial poverty, poverty of experience and poverty of lifestyle by creatively opening up the means for them to live fulfilling and productive daily lives to the full extent of their individual capacity;
- breaking down entrenched attitudes which create regulatory barriers, work practices, financial barriers and other forms of direct and indirect discrimination which consciously close off opportunities for people with intellectual disabilities to be part of this community; and
- guaranteeing continuing community and government support and assistance which provide people with intellectual disabilities with security and support in their personal task of overcoming the impact of their impairment as best they can, to enable them and their families to enjoy and make the most of their lives as citizens in this State. In this context, appropriate support for Local Government to enable extension and adaptation of generic services is essential.

This Plan sets out ways in which the above tasks can be addressed. It draws on as much experience with progress and best practice in other places as it can and it takes as its yardstick **the quality of life other Victorians would normally expect to enjoy**. It sets out to provide creative, considered and comprehensive paths for the development of new programmes, new supports and new attitudes.

But a plan is only a beginning. It cannot and should not prescribe every action to be taken; it cannot and should not take the place of the exercise of the creative powers of each and every decision maker who can contribute to the lives of people with intellectual disabilities and their families; and it cannot and should not be regarded as an isolated, all-encompassing blueprint for ten years of development in the lives of people with intellectual disabilities and their families. It is a starting point, it is the basis for setting directions, and it is the basis for a commitment to action.

The Plan does not seek to address every matter of detail arising from its recommendations. The specific detail of individual programme changes across Government which may need to be made to open up those programmes to people with intellectual disabilities and their families is a matter for the agencies responsible for those programmes, assisted and supported by appropriately informed people from the Office of Intellectual Disability Services and elsewhere.

Similarly, the detail of new programmes set out in the Plan is a matter for development within the Office of Intellectual Disability Services, within a new structure, and with a full awareness of the differences which exist between regions of the State in programme needs and required programme character.

What people with intellectual disabilities, their families and advocates, and the people who work with them and in their interests, achieve over the next decade will depend not on this Plan but on the dedication and commitment of those individuals, the government and the community at large to change—change in opportunities, change in perceptions and attitudes and change in behaviour and practice. This is a matter of cultural change.

# SECTION C:

# PROGRAMME AND SERVICE DEVELOPMENT

# 4. A NEW FRAMEWORK FOR GOVERNMENT ACTIVITY

*The process of redevelopment of services for people with intellectual disabilities in Victoria involves fundamental and long-lasting changes in the manner in which all three spheres of government—Commonwealth, State and Local—define and undertake their respective responsibilities.*

*No one sphere of government has the sole responsibility for services funding or services provision. There is a clear need, however, for greatly improved arrangements and procedures for intergovernmental planning, co-ordination and co-operation in service planning, service funding and service delivery.*

*The clear focus in establishing new working arrangements and in defining responsibilities must be on outcomes for clients—the people whose quality of life is heavily influenced by the decisions and actions of numerous agencies of government at the national, state and local levels.*

*Within government, a clear consciousness of the significance of government policies and programmes for these members of the community must pervade the full spectrum of organisations and government activity, again irrespective of whether this is at the national, state or local level.*

*The past pattern of assigning responsibility for the lives of these members of the community to a single government agency is no longer appropriate to the needs and expectations of people with intellectual disabilities and their families.*

## 4.1 Change Begins at the Top

Changes must begin at the highest level of government. It is essential that the Victorian Government, and in particular the Cabinet and individual Ministers, are fully appraised of the intent and implications of the Intellectually Disabled Persons' Services Act 1986 and of its implications for government agencies and agencies funded by Government. Agencies should also be aware of the implications of the Equal Opportunities Act 1984 and their obligations to people with intellectual disabilities under that legislation.

In particular, agencies must be directed to comply with the principle set down in the Intellectually Disabled Persons' Services Act 1986 that:

> *"Services generally available to all members of the community should be adapted to ensure access by intellectually disabled persons and specialized supplementary services should be provided to the extent required to meet individual needs"*

To commence the processes of opening up government and government-funded services to people with intellectual disabilities, we **Recommend** that:

*1.* The Government publicly states its commitment to opening up all government provided and funded general services to people with intellectual disabilities. In so doing, the Government considers amending the provisions of the Intellectually Disabled Persons' Services Act 1986 to ensure that its protective provisions relating to the treatment of individuals with an intellectual disability are applicable to all government agencies.

**2.** The Government direct its agencies to immediately begin the processes of:

- removing any policy, administrative, or regulatory barriers to the participation of people with intellectual disabilities in any of the programmes and services provided or funded by the Government;
- developing a capacity within their organizations, in consultation with CSV/OIDS, for educating staff on the presence of people with intellectual disabilities in the

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community, their special needs for support, and their rights of access to Government programmes and services;

- reviewing all agency programmes and activities and adapting them, in accordance with the Intellectually Disabled Persons' Services Act 1986, to ensure the maximum possible access by people with intellectual disabilities;
- developing or adapting units within each agency to undertake the responsibility for ensuring agency performance in providing access to services for people with intellectual disabilities and their families;
- ensuring that organizations funded by any State Government agency also take action to provide access to, and support for, people with intellectual disabilities, as a condition of receiving State Government support;
- providing full-time and part-time employment opportunities within State Government, including statutory authorities and other Government-funded agencies, for people with intellectual disabilities. Where necessary, this may involve undertaking job re-design and equipment re-design to ensure that job definitions and work facilities are not in themselves barriers to the productive employment of people with intellectual disabilities;
- participating in inter-agency planning and development forums which provide assistance and support for each agency in bringing about necessary change and ensuring a consistency of approach and progress across government.

These steps are part of the necessary development of a programme of affirmative action within the public sector in Victoria, supporting people with intellectual disabilities and their rights and needs, and are the required beginnings of the process of cultural change. There are creative challenges in this process to which people with initiative and capacity will respond.

The Government must ensure that it is a leader in the wider process of creating a new community response to the needs of people with intellectual disabilities and to the full exercise of their rights. Legislation has been a necessary base, planning is a beginning, and decisions must now be taken which set changes under way.

To ensure that progress made by government agencies is monitored and effectively directed and communicated at Ministerial level, we further **Recommend** that:

*3.* The Government establishes a Cabinet Sub-Committee on Intellectual Disability Services within the auspices of its Social Development Committee, to provide a focus for reporting on and review of progress across government in opening up services and opportunities; and

*4.* The Government establishes an Auditing and Review Unit within either the Department of the Premier and Cabinet or Community Services Victoria to provide an Annual Report to the Cabinet Sub-Committee on Intellectual Disability Services on the action each government agency has taken to conform with the principles of the Intellectually Disabled Persons' Services Act 1986.

*5.* The Public Service Board participates with other Government agencies in a programme of job and equipment re-design to ensure that people with intellectual disabilities are offered valued and meaningful employment within the Government sector.

*6.* An Intellectual Disabilities Council, reporting to the Minister for Community Services, be established and charged with, among other things, monitoring community responses to the service system and the effectiveness of the changes which occur from the point of view of the consumers—people with intellectual disabilities and their families.

## 4.2 Commonwealth and Local Government Roles

It is essential to keep in mind that the monies available for the funding of services are derived from taxation borne by the community as a whole. The allocation of funds for support services across the many areas of need in the community must occur in a manner which is both as efficient and as equitable as possible, and which utilises the most effective available means of service delivery.

It is neither necessary nor desirable to constantly add new specialist services to the community services system in order to meet unsatisfied or emerging needs. Rather, the adaptation and extension of established services, where they offer support appropriate to the needs of clients, should take priority.

Many families have not been able to use generic services available to other members of the community and to which, as tax-payers, they are entitled. Many do not receive specialist services now or are inadequately served by such services. Many families are financially overstretched in trying to help themselves. Consequently, providing necessary services to people with intellectual disabilities and their families is one of the areas where the financial responsibility must fall on the tax-paying community.

This need not necessarily imply that major new expenditure programmes are necessary, but rather than generally available services should, properly, be adapted to meet the needs of people with intellectual disabilities and their families, with specialist support services available as required to complement generic services.

As the Social Justice Strategy explains:—

> *"In the long term, the Strategy is more concerned with changing the way existing funds are allocated than with adding to total spending."*

Similarly:—

> *"Strategy measures are designed to tackle the underlying factors generating disadvantage . . . providing the opportunity for people to help themselves rather than becoming the passive recipients of welfare payments."*

The process of redeveloping services will involve the expenditure of additional funds during the transitional phase which will extend over a number of years. However, with full community participation, the Plan is intended, when fully implemented, to provide a better, more equitable, range of services to people with intellectual disabilities and their families, and, at the same time, be more cost-effective.

We also expect to see clearer roles emerge over the next few years for the Commonwealth, the State Government and Local Government in the planning, funding, development and delivery of services for people with intellectual disabilities. Each sphere of Government has a contribution to make and services will achieve the most effective outcomes for consumers if those contributions are clearly understood, complementary and co-ordinated.

### 4.2.1 The Commonwealth's Role

Historically, there has been no clear dividing line between the services funded by the Commonwealth and those funded by the State. Indeed, some services have received funding from both levels of Government whilst other services have difficulty in obtaining funds from either level. In our view, there is a need for a clearer understanding of the funding responsibilities of each level of Government and of the reasons for the establishment of those responsibilities.

The Commonwealth Government's Disability Services Act 1986 provides wide powers for the Commonwealth to fund services for people with both physical and intellectual disabilities and to provide direct support services through Commonwealth-funded rehabilitation programmes.

Rehabilitation programmes are available for people with physical or intellectual disabilities aged 14 to 65 years, and are directed at assisting those people to obtain or retain paid employment (whether or not the employment would be supported) and to live independently. The rehabilitation programme may include any of the following elements:

- employment and vocational training, educational courses and programmes, and mobility and other independent living training;
- diagnostic and assessment services, medical services, occupational therapy, physiotherapy, speech therapy, and counselling and social work services;
- accommodation, transport and personal support services;
- equipment and aids, including maintenance;
- books, tools of trade and other equipment and appliances; and
- any other goods and services judged to be desirable.

Rehabilitation programmes may be provided directly by the Commonwealth or through a contracting provider, and can include the payment of allowances to the client for training and for living away from home.

Depending on the level of resources available for rehabilitation programmes, the Commonwealth legislation provides a powerful basis for the development of support services for people with intellectual disabilities.

The Act also enables the Commonwealth to fund services for people with intellectual disabilities of all age groups, by granting financial assistance to a State or to an eligible organization (which includes Local Government, non-profit corporations, tertiary institutions and other approved community organizations). The types of services funded may include, but are not confined to, the following:

- accommodation support;
- advocacy;
- competitive employment training and placement;
- independent living training;
- information;
- print disability support;
- recreation;
- respite support; and
- supported employment.

Financial agreements with eligible organizations allow the Commonwealth to directly influence the nature of the services provided and the outcomes for consumers. This means that the Commonwealth has the capacity to influence strongly the character and structure of service systems for people with intellectual disabilities throughout Victoria, through the choices it makes of which organizations and which types of service to fund.

This could lead to a measure of direct conflict with State-provided or State-funded services in parts of the State unless there are effective procedures available for joint planning on a regional basis of service needs and service development. Involving the Commonwealth in the processes of preparing CSV/OIDS Regional Plans for services for people with intellectual disabilities will be one basic means of avoiding any duplication of effort, or competing and conflicting patterns of service development, in a Region.

A joint Working Party of Social Welfare Administrators has addressed this issue of arrangements for co-operation and co-ordination between the States and the Commonwealth with respect to programmes which are either jointly funded (such as the Home and Community Care Programme) or separately funded but complementary (such as some intellectual disability services). A number of important principles have been developed which are to apply in such situations. These include the following:

- whether programmes are the subject of joint agreements or not, the interests of governments, clients and service providers as well as the public interest in cost effective programmes are best advanced by the Commonwealth and the States working co-operatively;
- joint programmes are most effective when their design is co-determined by the Commonwealth and respective State governments;
- initiatives for new programmes in which there is mutual interest or significant change to existing programmes of that type, should be taken by governments only after the fullest consultation possible in the circumstances;
- Commonwealth and State roles and responsibilities within community services programmes need to be stated as clearly as the requirement for broad and flexible programme arrangements will permit; and
- consultative/advisory arrangements providing cost-effective avenues for input from all levels of government, consumers and non-government service providers need to be established for all joint programmes.

There are other principles relevant to the proposed arrangements but they serve to amplify rather than express the nature of the co-operation agreed. The essential feature is that co-operative planning is seen as necessary to the successful performance by each level of government of its respective roles.

The fundamental welfare responsibility of the Commonwealth is to support, with funding where necessary, individual members of the Australian community who, through impairment or other disadvantage, are unable to participate in community and social activities including both work and leisure activities. In addition, the Commonwealth should be responsible for funding services which have taxation impacts—including the provision of supplementary benefits to individuals or relief from taxation for employers and other private sector organizations.

Where the Commonwealth Government initiates funding programmes designed to assist non-Government organizations to provide services to people with intellectual disabilities, these funds can be provided in one of three ways:

- Block funding can be made available to the State Government so that overall service funding is integrated with that of the State and used in accordance with Regional and State Plans;
- The State and the Commonwealth can reach agreement on the respective services each will fund and on measures to avoid overlap and duplication of funding effort. Such "jurisdictional" funding allows, for example, the State to concentrate its resources on residential and educational services and the Commonwealth to concentrate on employment-related services and issues of income security.
- The Commonwealth can directly fund service delivery organizations, with or without co-operative planning arrangements with the State.

In our view, a block funding arrangement would be far preferable to the present situation where the Commonwealth is a separate source of funding for specific services. A block funding system may well be some time off however, and, in our view, a jurisdictional system would only be effective if there were a clear and planned Commonwealth commitment to funding selected services at a scale and in a manner consistent with needs identified within State and Regional plans.

For the time being, joint planning processes and agreement on funding priorities will need to substitute for more orderly funding arrangements, and the State will need to take clear initiatives across all service areas to bring about the processes of change which it regards as necessary. The Commonwealth should, nevertheless, be approached for funding additional to that provided by the State across all service areas, with the purpose of providing needed assistance to the State and "topping up" the State's effort. The allocation of those funds should be based on programme initiatives identified in the Plan.

In this context we **Recommend** that:

7. CSV/OIDS establishes a Working Group with relevant Commonwealth and State agencies to work through the findings and recommendations of this Report, with a view to:
   - assessing their impact on the Commonwealth Government's programmes, and
   - reaching agreement with Commonwealth agencies on procedures which ensure that Commonwealth resources allocated to services benefiting people with intellectual disabilities are allocated in ways which are complementary to State efforts and priorities and are consistent with State plans and programmes.

8. Commonwealth agencies be invited to participate in Regional Planning Committees established under the Intellectually Disabled Persons' Services Act 1986.

9. Effective consultation arrangements be maintained between CSV/OIDS and the Commonwealth with respect to the development and implementation of this Report and the allocation of Commonwealth funds to service providing agencies and organizations.

10. The State Government formally seeks supplementary funding from the Commonwealth to assist with the costs ~~of~~ transitional funding for service redevelopment, with the objective of reducing the total time required to have new services in place through increasing the total level of funds available for service redevelopment.

### 4.2.2 Local Government's Roles

Community Services Victoria is responsible for the planning and provision of a range of community services and for contributing to the resourcing of community services delivered at the regional and local levels.

Consistent with the Government's Social Justice Strategy, which emphasizes access, equity, participation and co-ordination as key principles of service development and delivery, the Department has sought to strengthen the capacity of individuals and local communities to meet their own services needs through community-based programmes and service development initiatives which incorporate concepts such as self-help, advocacy and participation.

The shift from centrally planned and delivered services to services which are developed and managed at the regional and local levels is based on a number of principles, which are as follows:

- services should be available as close as possible to where people live;
- better and more accountable services can be provided when consumers of services are involved in their planning and management;
- services can be more flexible and can be adjusted to changing demands when there is knowledge of current and emerging needs of the community; and
- a reduction in the scale on which services are planned from a State-wide level to a regional or local level also results in improved co-ordination and linkage between the many providers of services and fosters the concept of shared responsibility for meeting community service needs.

In the last ten years, Local Government has expanded its role in human services either through direct service provision or in its assistance to community-based organizations. With the emphasis on the development of services at the local level, Local Government has also taken on wider responsibility for service planning and has sought increased involvement in the planning of State-funded services.

Recent reports, and changes to administrative arrangements, have endorsed an enhanced role for Local Government in the planning, delivery and co-ordination of community services within their areas and the development of jointly funded programmes has assisted in this expansion of Local Government functions.

Essentially, Local Government is now acknowledged as the sphere of government which potentially is best able to identify local needs and develop the most effective means of meeting those needs and many Councils have already demonstrated their capacity to undertake key roles in planning, co-ordination and delivery of services within their municipalities.

To further develop the Local Government role with respect to services for people with intellectual disabilities will require a number of key initiatives, as follows:

- opening up community services currently provided by and through Local Government, including the removal of any barriers to access which may exist, to support people who have intellectual disabilities and their families. This will involve training for Local Government service providers and the provision of appropriate funding, as well as involvement with CSV/OIDS in the planning of the way in which this expansion is best achieved;
- developing opportunities for Local Government to provide contracted specialist services such as residential support on behalf of CSV/OIDS and in conjunction with related generic services;
- involving Local Government in CSV/OIDS Regional Planning for services for people with intellectual disabilities;
- exchanging information between CSV/OIDS and Local Government about service needs and service availability in each area and about Training Centre residents and other clients seeking to relocate to specific Local Government areas; and
- utilising Local Government information services to ensure that clients and their families are able readily to access information about services, support systems and opportunities to participate in programmes provided in their area, irrespective of which sphere of government is the principal service provider.

The objective should be to utilise as fully as possible Local Government capabilities and capacity in fulfilling the following general areas of responsibility:

- the identification of community service needs;
- the initiation of co-operative forward planning;
- the establishment of local data bases;

- encouragement of innovation in local service arrangements;
- support for the development of locally based community services, co-ordination of local services including the establishment of planning and advisory structures;
- the promotion of consumer involvement in local planning and services management;
- provision of a range of community services;
- community development activities;
- monitoring local service provision;
- financial contribution to appropriate services;
- resource allocation within the local community; and
- information provision and dissemination.

In these roles, Local Government can effectively complement and support the State-wide role of CSV/OIDS in planning, funding, co-ordinating, supporting and delivering selected community services and in ensuring that these services are as effective as possible in meeting the needs of clients.

Part of the progressive extension of the Local Government role in the provision of community services involves the reform of funding procedures and mechanisms. These reforms include steps to introduce broad band funding for selected complementary services and full funding for some services where the cost is appropriately borne by the State and Local Government is a contracting agent for service delivery. Clearly, arrangements of this type are necessary if the expansion of the Local Government role is to occur in a manner which is flexible and innovative—features essential when new types of services and new service delivery procedures are being introduced.

In this context we **Recommend** that:

> *11.* Arrangements be made for discussions with representatives of Local Government to consider the findings and recommendations of this Report and to examine areas in which the Local Government contribution to services redevelopment can be maximized.
>
> *12.* Specific arrangements be made whereby CSV/OIDS Regional Service Planning and Development staff liaise with Local Government on measures to increase access by people with intellectual disabilities and their families to generic community services managed and delivered by Local Government, including those under programmes such as the Home and Community Care programme.
>
> *13.* Local Government be considered an eligible service provider for any CSV/OIDS funded service planned to be funded and delivered through contracted providers.
>
> *14.* The preparation of Regional Plans for intellectual disability services be undertaken in consultation with Local Government.

## 4.3 Community Services Victoria must change

### 4.3.1 The Department

There is little hope of initiating and engaging in significant and lasting change in the environment and opportunities for people with intellectual disabilities unless the organizations most directly concerned with their well-being and their future also change.

Community Services Victoria (CSV) and the Office of Intellectual Disability Services (CSV/OIDS) are the principal State Government agencies with responsibility for service development for people with intellectual disabilities. They have both been through a period of organizational change but they now need to enter into a period of cultural change, including changes in management, in structure, in purpose, in direction, in attitude and in output.

The integration of the activities of the Office of Intellectual Disability Services within the wider Community Services environment, both centrally and at a regional level, is seen as having the benefits of integrating programme direction; improving programme co-ordination; improving service delivery in the interests of all clients; and increasing efficiency in resource management and allocation.

However, integration is a two-way proposition—the management, staff, services and programmes of the wider Community Services organization must be made sensitive and responsive to their responsibility to provide access and support for people with intellectual disabilities.

The Minister for Community Services is the Minister responsible for the administration of the Intellectually Disabled Persons' Services Act 1986, and Community Services Victoria is the responsible Department under the Act. That responsibility cannot be fulfilled adequately under the terms of the Act, nor can the principles of the Act be put into effect, unless the entire Department becomes accountable for its activities on behalf of people with intellectual disabilities.

Significant steps have been taken in the past two years to address this issue, with the programme of integration of OIDS into Community Services Victoria, the opening up of programmes such as the Home and Community Care Programme for access by people with intellectual disabilities, the introduction of the Specialist Child and Family Services Programme and related measures.

However, it should be clear to all Departmental personnel that the Act states that:

> *"The primary aim of the Department under this Act is to advance the dignity, worth, human rights, and full potential of intellectually disabled persons"*

and that this aim applies to the entire organization and not simply to the Office of Intellectual Disability Services.

In particular, it should also be clear that the Act has the following specific objectives:

> *"To promote the integration of people with intellectual disabilities into the community",*

*and*

> *"To promote the use of general community services by intellectually disabled persons"*

This means that:

- the Department of Community Services must take the lead in ensuring that all the programmes and services it funds and administers are made accessible and available to people with intellectual disabilities, with specialised supplementary services provided or funded through the Office of Intellectual Disability Services if they are required;
- the Department must take the lead in ensuring that organizations to which it provides funds, for whatever purpose, are alert and responsive to the obligations placed on them by the Act, and that staff are made accountable to the Department and the Minister for their actions in meeting those obligations;
- the Department must take the lead in assisting and advising other agencies of Government of their obligations under the Act, and must play a support and advocacy role with other agencies, helping them, where necessary, to meet their obligations;
- in short, the Minister, the Department and its officers carry the responsibility for implementing the Act in its fullest sense and they must act to fulfil that responsibility, creating outcomes which improve the lives of people with intellectual disabilities and their families, and which can be observed, reported and accounted for.

These are basic measures which must be taken to commence processes of change, and to open up new and expanded opportunities for people with intellectual disabilities.

To achieve these changes, we **Recommend** that:

***15.*** Community Services Victoria ensures that all the programmes and services it funds and administers are made accessible and available to people with intellectual disabilities, with specialised supplementary services provided or funded through the Office of Intellectual Disability Services if they are required;

***16.*** Community Services Victoria provides in-house training and guidance to all staff on their specific responsibilities and obligations with respect to promoting and supporting the rights and needs of people with intellectual disabilities;

*17.* Community Services Victoria ensures that all staff are aware of their support roles and that action is taken to develop monitoring and auditing procedures for Departmental activities and programmes, which assess their achievements in meeting the principles and objectives of the Act and providing genuine progress for people with intellectual disabilities;

*18.* Community Services Victoria takes the lead in providing employment opportunities within its organization for people with intellectual disabilities, if necessary undertaking job, facilities and equipment re-design in order to do so, as well as providing appropriate on-the-job training and support;

*19.* Community Services Victoria takes the lead in ensuring that agencies it funds, including Local Government, are assisted to remove barriers to the employment of people with intellectual disabilities, and to act creatively to provide productive and fulfilling work opportunities, including providing appropriate on-the-job support; and

*20.* Community Services Victoria ensures that managers across the Department give genuine priority to fulfilling their responsibilities under the Act and are accountable for their progress in doing so.

Basically, the Department must accept, energetically and creatively, the challenge and the responsibility which the legislation provides and be accountable to the Minister and the Government for its achievements.

### 4.3.2 The Office of Intellectual Disability Services

The Office of Intellectual Disability Services must also undergo change and development if it is to fulfil the specialised service role expected of it.

The Office of Intellectual Disability Services must:

- adopt the principles of the Intellectually Disabled Persons' Services Act as its fundamental philosophy;
- make the achievement of the aim and objectives of the Act its fundamental objective;
- become an agency whose prime roles are to:
  - undertake State-wide and regional planning for the development of specialised support services for people with intellectual disabilities and their families;
  - facilitate access by people with intellectual disabilities to generally available community and other services;
  - set standards for services;
  - monitor service performance;
  - provide case management and service brokerage support for people with intellectual disabilities and their families;
  - initiate processes to enhance the skills of people concerned with the provision of services to people with intellectual disabilities;
  - fund specialised supplementary services; and
  - deliver specialised support services where direct service delivery is the most effective choice.
- develop a management approach which is positively client oriented, and which focuses on outcomes for clients rather than on the detailed management and administration of programmes, guidelines and regulations;
- develop an entrepreneurial style which refuses to allow problems to become excuses for inaction, but rather sees them as obstacles to be overcome in the achievement of the organization's objectives and in meeting the needs of clients;
- reward innovation and creativity rather than stifle it;
- support the initiatives of community organizations and others rather than oppose them because they have imperfections;

- refuse immobilizing adherence to ideological perfection, in order to make practical achievements today;
- unite and make effective use of all its resources rather than pursue a divisive culture of pitting one discipline against another;
- set and vigorously pursue clear targets for the achievement of its objectives, and make managers and staff responsible and accountable for the achievement of those targets;
- reward staff for their successes; and
- become the leader and trend setter in the field of intellectual disability and not merely the administrative arm of government with the words "intellectual disability" in its title.

To achieve the above characteristics, it is clear that the culture of CSV/OIDS as an organization must change dramatically. In particular:

- there need to be new people in CSV/OIDS at management level, people who are not committed to existing CSV/OIDS ideologies but who are concerned with change and with achievement, and who can bring different experiences to bear on the problem of creating new opportunities for people with intellectual disabilities and their families;
- there needs to be discipline, direction, and enthusiasm for achievement instilled at all levels of the organization, to focus staff on clear objectives, targets, and outcomes;
- the encumbering barriers and divisions between Training Centre and Regional Services staff must be eliminated and a new rapport and common purpose instilled which acknowledges and values each staff member's potential to assist clients, irrespective of their professional or experiential background;
- there must be no sense of "exclusive ownership" of clients or service organizations by different sections of CSV/OIDS, but rather a recognition that the primary objective is a better life for all persons with intellectual disabilities and their families. A service approach which strives to integrate and co-ordinate resources is more likely to achieve this than an approach which is possessive in nature and unilateral in practice;
- CSV/OIDS must break out of its detailed administrative involvement with service organizations and become a facilitator of change, a support service and an organization which monitors outcomes, creatively using the powers of the Act to do so. A preoccupation with administration of regulations and with the day-to-day operational minutiae of funded service delivery organizations may protect the dollars and cents but it rarely advances the more comprehensive interests of clients;
- the CSV/OIDS Central Office must focus on State-wide issues, on the large-scale tasks of opening up generic services, training other State agencies in meeting their responsibilities, planning and setting targets for services to achieve, obtaining resources, setting standards and guidelines for practice, monitoring and managing the State's achievements for the client group as a whole;
- the CSV/OIDS Regional Services staff must be concerned with creating new opportunities for clients, assisting them into new and more appropriate settings and services, achieving annual targets, helping with the creation of new services, funding but not dominating service delivery agencies, monitoring the progress of clients and educating the community in ways in which people with intellectual disabilities can be assisted to live better and more fulfilling lives; and
- across the organization there must emerge a belief that obstacles must be creatively overcome or by-passed—**obstacles are not reasons for avoiding change or eliminating progress**.

CSV/OIDS, as an organization, carries the responsibility for, and the challenge of, assisting Victorians with intellectual disabilities and their families to create and enjoy a new lifestyle. The Act provides the principles, the objectives and the powers which underlie that responsibility and that challenge, but it neither sets out the totality of what can and should be done nor defines the limits to which CSV/OIDS should go.

In particular, CSV/OIDS must develop a sense of urgency in its task. The difficulties faced by people with intellectual disabilities and their families are today's difficulties, needing attention today. Human lives and the well-being of thousands of families are at stake. To put off until tomorrow things which are difficult or uncomfortable today only condemns intellectually disabled citizens to another day or another week without improvement or change—something non-disabled people would never accept in their own lives.

Accordingly we **Recommend** that:

*21.* CSV/OIDS functions within CSV be redefined and the organization appropriately restructured to enable CSV/OIDS to become an agency whose prime roles are to:

- undertake State-wide and regional planning for the development of specialised support services for people with intellectual disabilities and their families;
- facilitate access by people with intellectual disabilities to generally available community and other services;
- set standards for services;
- monitor service performance;
- provide case management and service brokerage support for people with intellectual disabilities and their families;
- initiate processes to enhance the skills of people concerned with the provision of services to people with intellectual disabilities;
- fund specialised supplementary services; and
- deliver specialised support services where direct service delivery is the most effective choice.

*22.* CSV/OIDS management and staff take the opportunity to develop and articulate a Corporate Plan which includes a statement of organizational purpose and objectives reflecting the concepts expressed above, and identifies the primary roles of the organization, the manner in which it proposes to utilise its resources, the intended relationship with clients and service-providing organizations and its long-term and short-term quantifiable goals.

*23.* Managers in CSV/OIDS at Central Office and Regional level be offered training in management procedures and techniques such as management by objectives, interpersonal and community relations, project management, industrial relations and other relevant aspects of modern management practice.

*24.* New staff recruited to the management of CSV/OIDS be recruited from backgrounds where such training and experience has been a normal, accepted part of management practice.

## 4.4 The Relationship between CSV/OIDS and its Clients

There are three principles which should be emphasised in identifying the future relationship between CSV/OIDS and its clients. They are that:

- CSV/OIDS has a responsibility to **all Victorians with an intellectual disability**. The dominant responsibilities are those of planning the pattern of service likely to prove of greatest benefit to the client, professional advocacy on behalf of the client to assist him/her to receive services, monitoring the effectiveness of service provision and evaluating the success of the service in terms of the pace of development of the client,
- CSV/OIDS has a responsibility for ensuring the provision of those specialist supplementary services needed by people **as a consequence of their intellectual disability**. The funding responsibility of CSV/OIDS should not be extended to include the provision of services to satisfy needs which are the consequence of other secondary disabilities nor those which are properly the responsibility of other agencies such as Health, Housing, Education or Corrections,
- CSV/OIDS has a responsibility to **provide professional advice** to other agencies in respect of the particular needs of people with intellectual disabilities in order to assist those agencies in the development of programmes to which those people may require access.

The application of these principles is vital to the effective operation of CSV/OIDS. They prescribe directions to be taken in a number of important areas, including:

- **identification**, in which the prime responsibility is to develop and maintain an awareness of those people who might desire and qualify for services;

- **assessment**, in which the prime responsibility is to determine the nature of the services which the identified individuals need;
- **case-management**, in which the prime responsibility is to ensure that clients gain access to, and benefits from, the services they require;
- **service planning**, in which the prime responsibility is to identify the sources and capacity of services. Waiting lists for residential and other services need to be established and formal publication given to the existence of those waiting lists.
- **service development**, in which the prime responsibility is to identify the quantum of services which are needed and identify service providers with the capability and capacity to provide those services. The exercise of this responsibility will involve the specification of the services and the development of the Funding and Service Agreements;
- **human resource development**, both for CSV/OIDS staff and for other people providing services and support for people with intellectual disabilities;
- **financial control**, in which the prime responsibility is the direction of funding to organizations providing specified services to people with intellectual disabilities in accordance with the needs identified by individual client service planning and the evaluation of the cost-effectiveness of those services;
- **monitoring**, in which the prime responsibility is to ensure that the quality of service provided to people with intellectual disabilities is appropriate to their needs and that selected services are providing individual clients with the best opportunity to achieve their full potential; and
- **professional expertise**, in which the prime responsibility is to provide advice and assistance to service-providers regarding the needs of people with intellectual disabilities either as individuals or as a group and hence specify the services to be provided.

For the foreseeable future, CSV/OIDS will continue to provide direct support to a significant number of clients. Over a period of years, the emphasis in service provision will move from an institutional to a community base. It is also expected that the CSV/OIDS environment will eventually become one in which the direct support competence is concentrated on the provision of services to clients with the most special needs, such as behaviour management, or in emergency situations, such as the provision of accommodation for clients who, because of illness or accident within their families, need immediate assistance.

The application of the principles set out above will require significant changes in the practices, management and structure of CSV/OIDS. The emphasis in planning services will need to change to one which is client-focussed rather than programme focussed. There will be a greater need to involve clients, parents, Commonwealth Government, Local Government and other service providers in the Regional Planning process.

If service monitoring is to be effective, a closer relationship will need to be developed between the services contracted through Funding and Service Agreements with service providers and the Performance Standards used to evaluate service provision against both the terms of the Agreement and the Programme Plans for individual clients.

Accordingly we **Recommend** that:

> *25.* CSV/OIDS, having prepared a Corporate Plan, makes that Plan widely available to service providers, clients and their families, and other interested organizations as a basis for defining their relationship with CSV/OIDS.
>
> *26.* CSV/OIDS prepares and provides to all interested parties service standards and guidelines which are oriented towards achieving positive and beneficial client outcomes, in addition to providing programmatic guidelines.
>
> *27.* CSV/OIDS prepares and makes available comprehensive training materials and related informative documents and other media material which can be used by generic services, community organizations, interested parent groups and others to gain information on the intended roles, philosophies and practices of CSV/OIDS, and the services it provides and funds.

**28.** At the regional level, CSV/OIDS develops closer and more effective operational and planning arrangements with service-providing organizations with a view to maximizing their participation in planning as well as service delivery and providing them with increased financial and managerial autonomy in the interests of more effective service development and delivery for clients.

## 4.5 The Management of CSV/OIDS

Community services are, almost by definition, best managed locally to reflect the geographical and social environment in which they are delivered. In recent years, CSV has become an organization which is regionally based. The recent structural changes which have strengthened the regional role of CSV and integrated CSV/OIDS regional staff with the wider CSV regional activities have emphasised the importance of that regional base.

The Intellectually Disabled Persons' Services Act emphasizes the need for regional planning, which recognises that different geographical areas may require different approaches to the provision of services, and that services to people with intellectual disabilities are best delivered in, and managed at, the level of the community in which those people live.

During the consultation process following the publication of the Interim Report, significant comment was made regarding the need for more localized management of services, greater local autonomy, and a recognition that the needs of rural areas differ significantly from those of urban areas.

The current organization of CSV incorporates a regional structure within which the CSV/OIDS Regional Services are separately identifiable elements. However, the Department tends to be subject to strong central direction, reflecting in part its current stage of integration and co-ordination of disparate functions within a new organizational structure.

The need for central determination of policies and priorities is clear. Similarly, the central allocation of resources in a manner which ensures equity of service provision across all areas of the State is an essential central responsibility.

The Department is, properly, committed to the maximum possible devolution of responsibility within CSV to its Regional Directors, and, within each Region, to the Managers responsible for different aspects of service development and delivery.

This devolution should apply to the Regional Offices of CSV/OIDS as well as to the Department in general. Devolution, within policy guidelines, will allow the maximum degree of local initiative for staff involved in service development and service delivery—an important feature, in our view, for a service system which seeks to be innovative and entrepreneurial as well as efficient and effective.

The Regional Services of CSV/OIDS, appropriately restructured, will have the major responsibility for contact with clients and service providers and for ensuring the provision of services whether this be through the direct provision of support or through funding services managed by non-Government organizations. The latter includes the responsibility for monitoring the performance of organizations funded by the State or by other levels of Government, mainly through the review of progress against General Service Plans and Individual Programme Plans.

The restructured Regional Services will also be responsible for the production of Regional Plans following consultation with clients, parents, Commonwealth Government, Local Government and other service providers. These plans will need to identify the service needs of the Region and recommend approaches to the satisfaction of those needs including estimating the resources required to do so.

Collectively, the Regional Directors will be responsible for planning, setting short-term objectives for, and managing, the service systems across the State, including those services directly operated by CSV/OIDS staff, and the allocation of funding to service providers. These activities will need to be managed within established budgetary limits. A major Central Office task will be to set those limits for each Region within overall budgetary policy, recognizing the need to provide equitable services across the whole of the State.

Other tasks which are the responsibility of the CSV/OIDS Central Office are those concerned with:

- providing a planning framework for the Regions;

- sponsorship of continuing research in respect of models of service for people with intellectual disabilities and the development of appropriate programme designs;
- co-ordination with Commonwealth Government and State Government Departments;
- co-ordination of the Regional Plans to form a State-wide plan for services to people with intellectual disabilities;
- setting policies in respect of longer-term objectives and the form and pace of change;
- setting financial standards for service funding to be applied in Funding and Service Agreements;
- setting service standards to be applied in Funding and Service Agreements;
- setting performance standards to be applied in the monitoring and evaluation of service-providers funded by the State;
- providing specialist support to Regional Services in respect of research or other activities where the type of support or skill is not available within the Regional structure;
- providing professional advice to generic service providers in respect of the needs of people with intellectual disabilities;
- developing and managing appropriate training systems and services, through the tertiary education system wherever possible, for people with intellectual disabilities; staff who provide support and services; management and staff from service provision agencies; and staff trainers who will work with other generic community services and throughout the community;
- providing professional advice to organizations delivering educational services to staff or potential staff engaged in direct support services; and
- providing administrative support to regions in terms of personnel services including industrial relations, public relations (including community education), information systems and other office support services.

The future roles of CSV/OIDS Central Office may therefore be summarised as comprising:

- policy setting,
- planning and co-ordination,
- standards setting,
- the development of training programmes and services,
- auditing and review,
- resource management,
- research and consultancy, including maintenance of information systems, and
- the provision of support, including that required to implement the recommendations in this Plan, to Regional Services.

In the policy, planning and standards setting areas, there will be a significant need for co-ordination between CSV/OIDS and other programme areas of CSV, particularly those where there are relationships with other State and Commonwealth Departments. However, the specific professional aspects of policy development in respect of services to people with intellectual disabilities suggests the retention of a special group to handle these responsibilities even if this is located within the CSV Programme Direction area.

It will be important to recognize that the regional structure will be effective only if the Regional Plans encompass the views of all interested parties within their respective Regions. It will also be essential to ensure that Regional Directors have sufficient autonomy to choose the range of services most appropriate to the needs of clients within their Regions together with access to the Central Office support necessary for them to implement service changes.

A chart showing the major areas of responsibility of the proposed restructured Central Office of CSV/OIDS is included as Figure 4.1.

In the light of the need for changes to the responsibilities and functions of the CSV/OIDS Central Office arising from the recommendations of this Plan and the continuing process of integration within CSV, we **Recommend** that:

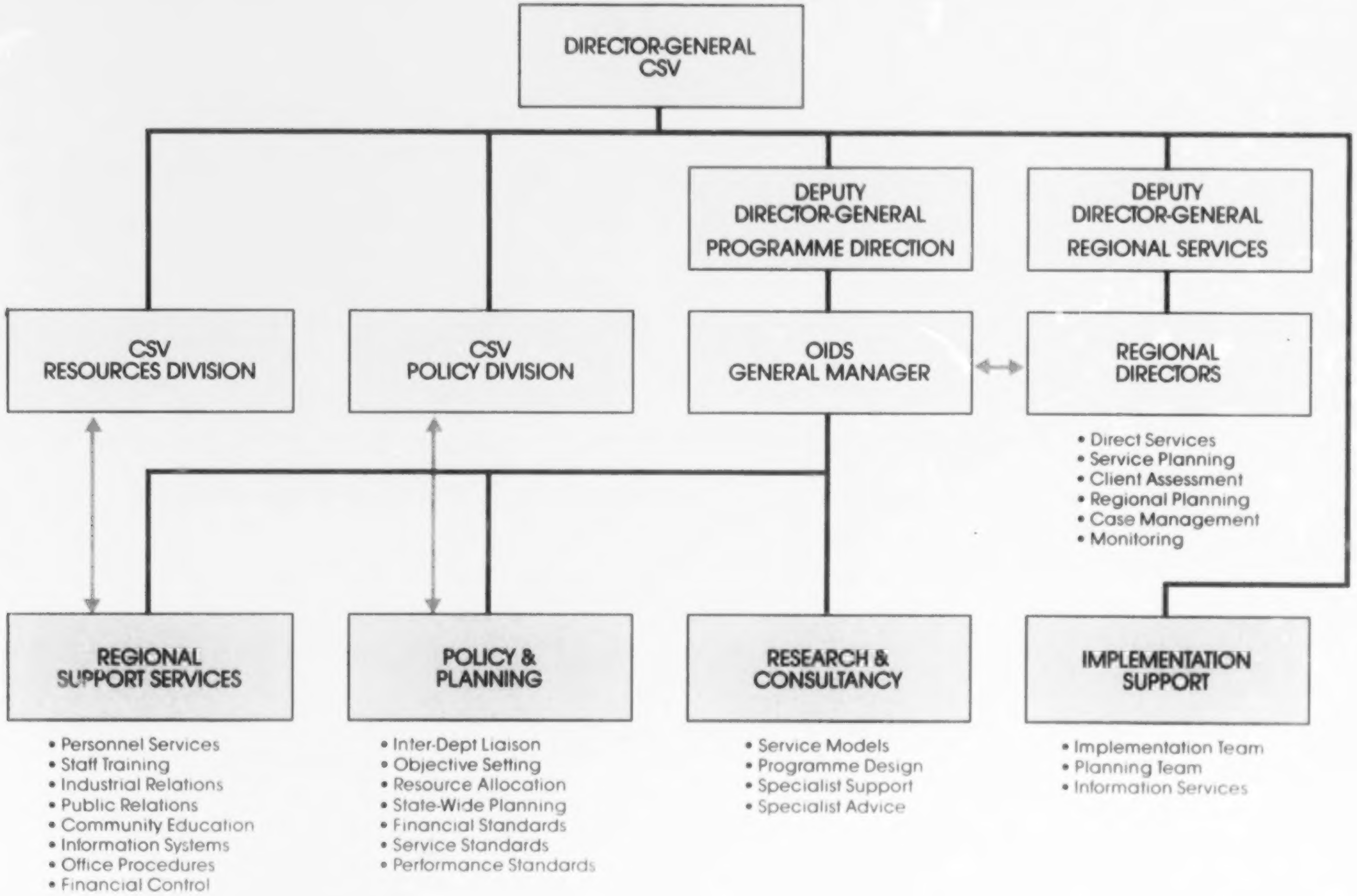
DIRECTOR-GENERAL CSV
DEPUTY DIRECTOR-GENERAL PROGRAMME DIRECTION
DEPUTY DIRECTOR-GENERAL REGIONAL SERVICES
CSV RESOURCES DIVISION
CSV POLICY DIVISION
OIDS GENERAL MANAGER
REGIONAL DIRECTORS
• Direct Services
• Service Planning
• Client Assessment
• Regional Planning
• Case Management
• Monitoring
REGIONAL SUPPORT SERVICES
• Personnel Services
• Staff Training
• Industrial Relations
• Public Relations
• Community Education
• Information Systems
• Office Procedures
• Financial Control
POLICY & PLANNING
• Inter-Dept Liaison
• Objective Setting
• Resource Allocation
• State-Wide Planning
• Financial Standards
• Service Standards
• Performance Standards
RESEARCH & CONSULTANCY
• Service Models
• Programme Design
• Specialist Support
• Specialist Advice
IMPLEMENTATION SUPPORT
• Implementation Team
• Planning Team
• Information Services

Figure 4.1: PROPOSED OIDS CENTRAL OFFICE STRUCTURE

***29.*** A separate review be undertaken during 1988/89 of the structure, staffing and responsibilities of the CSV/OIDS Central Office, taking into account the progressive establishment of effective regional offices integrated within CSV Regions, the new management arrangements affecting Training Centres, the continuing process of integration of OIDS functions within CSV and the recommendations of this Plan which affect the CSV Central Office structure.

***30.*** The revised structure resulting from the review, and particularly the Implementation and Planning Teams whose activities are fundamental to the implementation of this Plan, be established no later than 1st June 1989.

## 4.6 Organization within CSV/OIDS Regions

It is proposed in this Plan that services for people with intellectual disabilities in Victoria, provided or funded by the State Government, will be in three categories. These are:

- services provided directly or indirectly to clients by staff employed by the State in the Office of Intellectual Disability Services (CSV/OIDS);
- services provided to clients by staff employed in State agencies other than CSV/OIDS (eg; Ministry of Housing and Construction, Department of Sport and Recreation, Health Department Victoria); and
- services provided by non-government organizations and Local Government utilising funds provided by the State, the Commonwealth Government and/or from other sources.

These three categories of services exist at present, but lines of participation, responsibility and accountability between and among them are frequently far from clear.

CSV/OIDS has been heavily criticized during the course of the development of this Plan for its inability to provide adequate services to clients both within and outside institutions. In part this criticism can be traced to a lack of adequate resources in the service system as a whole, resulting in waiting lists of clients in need of support and a lack of capacity on the part of the organization to develop adequate services, especially while staff numbers and available funds remain heavily constrained. The effect of re-organization and the introduction of new services must also be considered relevant.

Some of the criticism also relates to the lack of clear policy and programme direction within CSV/OIDS and the difficulty this creates for staff and service delivery organizations dealing with clients. Priorities are rarely clear and it is difficult for staff to distinguish between the role they are expected to play in directly assisting individual clients and the role they play in assisting and monitoring the work of service providing organizations.

What is needed for the future are clear organizational arrangements which meet the State's obligations under the Intellectually Disabled Persons' Services Act 1986 and are, at the same time, directed at providing effective services for clients.

Responsibilities must be clear. Clients, their families and their agents must know who to contact for services and who is responsible for what service. Staff must be certain of their roles and what is expected of them, and to whom they are accountable.

To achieve this, a new approach to the organization of CSV/OIDS activity at the regional level is proposed. This approach takes account of the integration of CSV/OIDS services within the general structure of Regional Services provided by Community Services Victoria (CSV), but in doing so seeks to retain a clear identity and separate role for CSV/OIDS services.

Figure 4.2 illustrates the structure proposed for CSV/OIDS services at a regional level. It brings together staff employed by CSV/OIDS into two sections under the direction of the CSV Regional Director. Those two sections are:

- A **Planning, Case Management and Support** section, comprising all staff involved in client assessment and placement, case management, the provision of specialist support and service planning and development.
- A **Direct Support Services** section, comprising all staff involved in direct service and support of clients, and including staff in Community Residential Units operated by CSV/OIDS, Training Centres, and, in future, in other community-based services directly staffed by CSV/OIDS.

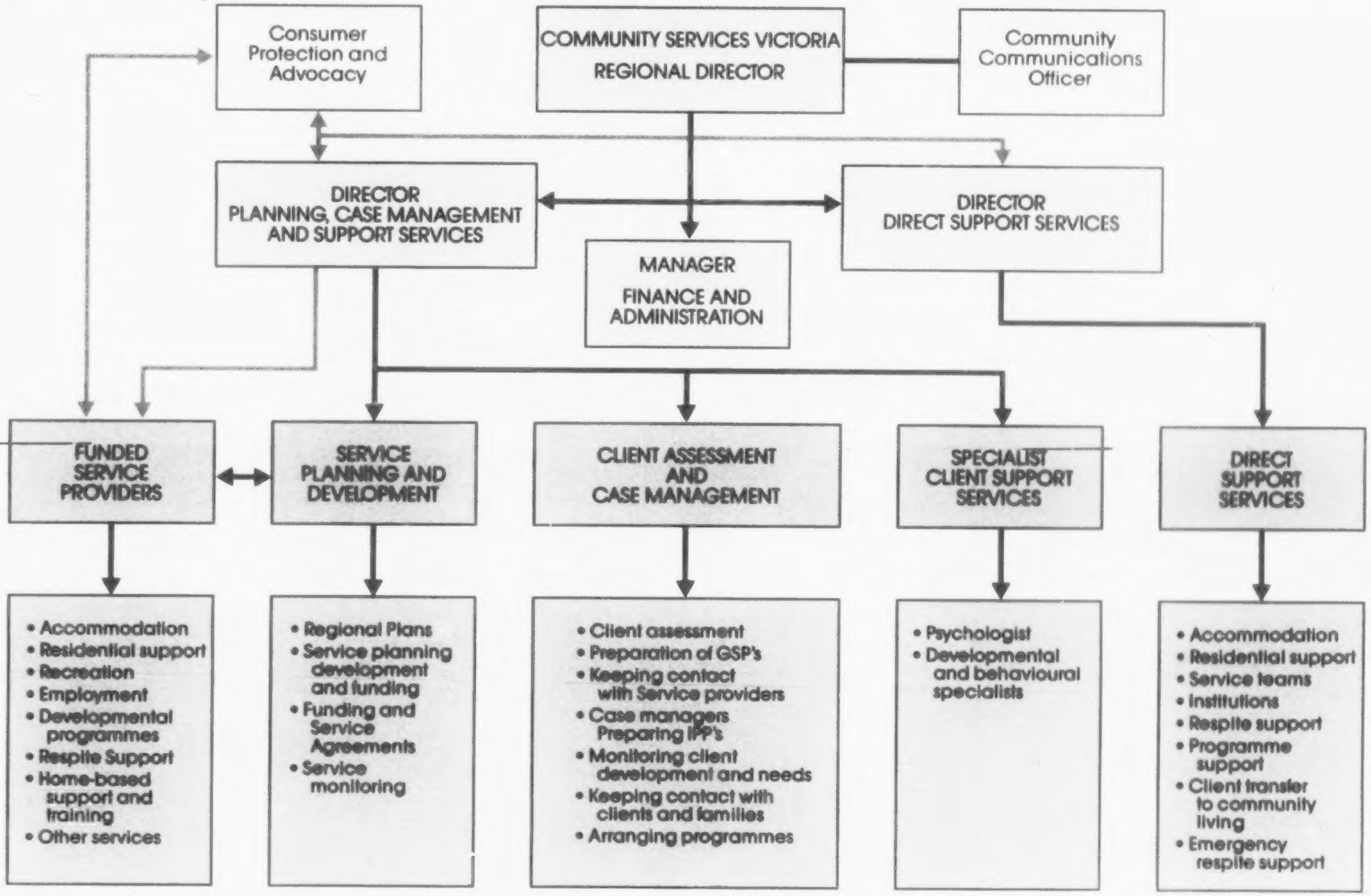
Consumer Protection and Advocacy
COMMUNITY SERVICES VICTORIA
REGIONAL DIRECTOR
Community Communications Officer
DIRECTOR
PLANNING, CASE MANAGEMENT AND SUPPORT SERVICES
MANAGER
FINANCE AND ADMINISTRATION
DIRECTOR
DIRECT SUPPORT SERVICES
FUNDED SERVICE PROVIDERS
SERVICE PLANNING AND DEVELOPMENT
CLIENT ASSESSMENT AND CASE MANAGEMENT
SPECIALIST CLIENT SUPPORT SERVICES
DIRECT SUPPORT SERVICES
• Accommodation
• Residential support
• Recreation
• Employment
• Developmental programmes
• Respite Support
• Home-based support and training
• Other services
• Regional Plans
• Service planning development and funding
• Funding and Service Agreements
• Service monitoring
• Client assessment
• Preparation of GSP's
• Keeping contact with Service providers
• Case managers Preparing IPP's
• Monitoring client development and needs
• Keeping contact with clients and families
• Arranging programmes
• Psychologist
• Developmental and behavioural specialists
• Accommodation
• Residential support
• Service teams
• Institutions
• Respite support
• Programme support
• Client transfer to community living
• Emergency respite support

Figure 4.2: PROPOSED REGIONAL TEAM ARRANGEMENTS, OIDS SERVICES.

Direct support would also be provided by **Funded Services**, non-government and Local Government organizations supported by State, Commonwealth or other funds, and operating under Funding and Service Agreements. These are also represented on Figure 4.2.

The responsibilities of the two major sections within the CSV/OIDS Regional Services are discussed below:

### 4.6.1 Planning, Case Management and Support Section

Three teams make up this section:

**Service Planning and Development Team**

This team would undertake new functions at the regional level, and would be responsible for:

- preparing Regional Plans for service development as required under the Act;
- assessing and monitoring the availability of services within a Region;
- generating service expansion and development within the Region;
- contracting with appropriate organizations to provide services;
- preparing and managing Funding and Service Agreements;
- budgeting for the allocation of State funds to services within the Region and assisting organizations to obtain funds from other sources, such as the Commonwealth Government;
- in conjunction with the Client Assessment and Case Management Team, assisting clients to obtain housing in the Region; and
- serving as the primary point of contact between CSV/OIDS and service providing organizations in relation to the establishment of new contractual relationships and the renewal of Funding and Service Agreements.

**Client Assessment and Case Management Team**

This team would be responsible for:

- initial contact with clients, their families and/or agents seeking services and assistance;
- leading an inter-disciplinary team to provide an assessment of the eligibility of clients for services funded by the State;
- serving as the case managers for all eligible clients, with each case manager being responsible for a group of clients with whom regular contact would be maintained;
- contact with service providers to establish the availability of service and support capacity for clients;
- preparation of General Service Plans for clients, in consultation with the client, their families or their agents, appropriate support specialists and service providers (The Interdisciplinary Team);
- establishing contact between clients, their families or agents, and service providers;
- arranging the initial provision of appropriate services for the client and his/her family, and, where necessary, accommodation for the client;
- liaising with the client, his/her family or agent, service providers, generic services and others to assist in the preparation of Individual Programme Plans (IPPs) for clients;
- monitoring the progress of clients according to their IPPs;
- reporting regularly within CSV/OIDS and to families/agents on client progress and on emerging service needs; and
- generally acting as the primary support agent and advocate for clients independently of the service providers.

The role of individual Case Managers will be essential to the effective operation of the Team. Case Managers provide the prime focus for contact with the clients for whom they are responsible, their families and the providers of services to them. They are the personal advocates for their clients in respect of obtaining services and the monitors of the services being provided to ensure that they satisfy the needs of those clients. They must be untiring in their efforts on behalf of their clients and their families and maintain regular liaison with all the organizations which contribute to the support of those clients.

To satisfy these responsibilities, Case Managers will need to be familiar with the organizations providing services within a local area, compatible with the clients and families for whom they advocate and available to their clients both within and outside normal office hours.

**Specialist Client Support Services Team**

This team would be comprised of employed and contracted specialist staff in areas such as Speech and Physiotherapy, Behavioural Psychology and Counselling and would be responsible for:

- support services to Case Managers as part of an Inter-disciplinary Team, to determine a client's eligibility and service needs, and in the preparation of General Service Plans;
- providing specialist support services directly where client needs are either unable to be met by service providers or the generic service community, or because of a requirement for special expertise;
- monitoring the content of General Service Plans and Individual Programme Plans relating to their particular area of professional expertise to maintain adequate standards;
- parent and family counselling; and
- responding to clients exhibiting extreme behavioural problems.

Within the Planning, Case Management and Support Section, only the Specialist Client Support Services team will provide direct client support. The Service Planning and Development Team is responsible for ensuring that there are adequate specialist services available and operating within each Region to ensure that clients' needs are met in a satisfactory manner, and that generally available services are accessible to clients, while the Client Assessment and Case Management team are concerned with the identification of clients' needs and facilitating access by clients to appropriate services.

## 4.6.2 Direct Support Services Section

The **Direct Support Services** section comprises staff operating within or managing facilities provided by CSV/OIDS for the accommodation and support of clients, including, for the immediate future, the State-operated Training Centres and Community Residential Units. The development of new community-based Local Residential Service Teams directly operated and staffed by CSV/OIDS, as an alternative to institutional support and to complement services provided by the non-government sector and Local Government, will be a responsibility of this section.

The internal structure of these teams will vary between Regions, given that only certain Regions have major Training Centres located within them, and those Training Centres vary in size and complexity of management. As Training Centres close, the structure and operation of these teams will change.

By combining all direct support services operated by CSV/OIDS within one section, institutional support and community-based support become alternative means by which a particular client group is provided with services. As community-based support is developed, the requirement for institutional service will correspondingly diminish and, over time, be reduced to a minimum. Staff based in Training Centres and the community should be interchangeable within a combined direct support system. The development of community-based support will open up new opportunities for institutional staff. New community-based services may initially be developed and operated by staff from the Training Centres.

The basic responsibilities of the **Direct Support Services** section(s) will be:

- management of the activities of Local Residential Service Teams providing direct support for clients in their homes or in Training Centres, with varying degrees of staff support according to client needs;
- provision of emergency contact services and the development and management of emergency respite facilities;
- participation in the preparation of Individual Programme Plans (IPPs) for clients;
- the implementation of IPPs;
- working with Case Managers to obtain client services through generic facilities and organizations as needed (e.g.: medical and dental care, vocational, leisure and recreational programmes, employment opportunities);

- consultation with Case Managers and the Service Planning and Development team, clients, their families and agents, and service providers; and
- development of service modules suitable for incorporation within client General Service Plans.

While Training Centres remain part of the profile of services provided directly by the State, the Director, Direct Support Services would be responsible for overall management of any Training Centre within his/her region. He/she would also be responsible for the process of assisting clients to relocate from Training Centres to live in the community, working with the Service Planning and Development team to achieve this.

**Local Residential Service Teams**

Community-based services directly managed by CSV/OIDS would generally be provided by Local Residential Service Teams, operating on an area basis, with each Local Residential Service Team serving clients in a particular area—a municipality, a country tow~~n, or a ru~~ral area. Local Residential Service Teams could also be managed by Local Government and community organizations, under Funding and Service Agreements with CSV/OIDS.

The size of Local Residential Service Teams would vary from place to place and over time, as client needs change. Large Teams may cater for as many as 100 clients in metropolitan suburbs, while smaller Teams, perhaps managed by Local Government, may have as few as 20 clients in a country town.

It would not be necessary for clients to be living in a State-owned Community Residential Unit for them to receive intensive support—up to 24 hours per day seven days a week. They could be living in their own home, a privately funded group home, in a home rented from the Ministry of Housing, or with their family. Irrespective of their accommodation arrangements, the Local Residential Service Team system is intended to provide in-home support services as required.

Under the several organizational proposals set out above, and recommended for implementation as soon as possible, the entire CSV/OIDS Regional Services system will have a clear client orientation and clear linkages with service-providing organizations.

The progressive development of community-based options will result in a reduced need for Training Centre residence and support. The pace at which such change occurs will vary from Region to Region, and ultimately will be determined by the overall availability of resources, both financial and human, to develop and provide services.

In order to bring about these proposed changes we **Recommend** that:

*31.* The structure, responsibilities and functions for CSV/OIDS Regional Services within CSV Regions set out in this Report be adopted and implemented without delay, in order to introduce new responsibilities and organizational arrangements within CSV Regional Services, and, in particular, to establish a Case Management service which will provide a support, facilitation and brokerage system for CSV/OIDS clients;

*32.* A position be created in each Region of Manager, Planning, Case Management and Support, responsible for the work of three teams:

- Service Planning and Development Team;
- Client Assessment and Case Management Team;
- Specialist Client Support Services Team

with responsibilities as detailed in this Report;

*33.* Case Managers not simultaneously be members of the direct support staff, although existing direct support staff may be appointed to case management positions within Regional Services. The task of Case Managers be to take each client's General Service Plan and to ensure that the client gains access to, and receives adequate support from, the services identified in the Plan. Case Managers to act as facilitators of the General Service Plan.

*34.* A position be created in each Region of Manager, Direct Support Services, to be responsible for the management of all facilities and direct services within the Region, including Training Centres and Community Residential Units in which CSV/OIDS provides direct residential support for clients, where relevant, and to be responsible for the development and management of Local Residential Service Teams staffed by CSV/OIDS;

*35.* Current CSV/OIDS staff be allocated roles and responsibilities within the new structures as appropriate, and Regional Directors be given the responsibility for identifying any consequent resource needs and procedures for meeting those needs;

*36.* CSV Regional Directors be given the responsibility for reporting on the processes of organizational change within each Region to a CSV Central Office management implementation group, to ensure consistency of approach and outcomes between Regions. The new arrangements to be in place by January 1989.

## 4.7 Introducing Clients to Services—an illustration

To illustrate how these arrangements would be intended to work in practice, an example is outlined below of a new client seeking services through CSV/OIDS at a regional level. The example is intended to show how each team within the structure would play a part in meeting the needs of that client and his/her family.

The proposed process of client support is outlined in Figure 4.3 and is discussed opposite:

- A client or his/her family seeking support services (whether referred by a doctor, infant welfare sister, teacher or other appropriate person, or acting on their own initiative) would initially contact any CSV/OIDS office who would put them in touch with the appropriate Regional Office to arrange an assessment.
- The office would arrange for the client and his/her family or agent to meet with an Inter-disciplinary Team, led by the Case-Manager who would be responsible for that client, for an assessment of the client's eligibility and need for services.
- The assessment would be undertaken, drawing on the required specialists (psychologists and social workers, and specialists in speech therapy or physiotherapy, as required) from the **Specialist Client Support Services** Team in each Region and involve the client and his/her parents or primary carer.
- Once the client's eligibility is established, their service needs would be more precisely defined and a General Service Plan for that client would be prepared by the Inter-disciplinary Team led by the Case Manager, in consultation with the client, the family, and service providers.
- The Case Manager would then assume responsibility for the contact between the client and his/her family and generic and specialist service organizations providing appropriate services, and would also, where necessary, identify available accommodation options in the Region and assist the client to obtain his/her accommodation. These steps would be done in consultation with the client and his/her parents or agent.
- The Case Manager would work with the client and service providers to develop Individual Programme Plans for the client with each service. These would become the basis for the provision of service to that client, and for the monitoring to be undertaken by the Case Manager.
- Once the Individual Programme Plans were prepared and agreed upon, the client would receive services, and the Case Manager would continue liaison with the client, the service providers and the family.
- The client and the family would meet with the Case Manager on a scheduled basis and would review the GSP, the services to be provided and the process for maintaining contact between the client, the family and the Case Manager.

All of the above arrangements assume that services are available for clients throughout the State. This is not the case at present and it will be some time before adequate services are available. The process to be followed when the appropriate services are not available is as follows:

- The Case Manager maintains contact with the client and actively seeks access to generic or specialist services, continuing this action until a suitable service is located.
- The Case Manager also notifies the Service Planning and Development Team, which is responsible for the planning, development and funding of services, who must take the action required either to assist an organization to expand its services to meet needs, or to assist the establishment

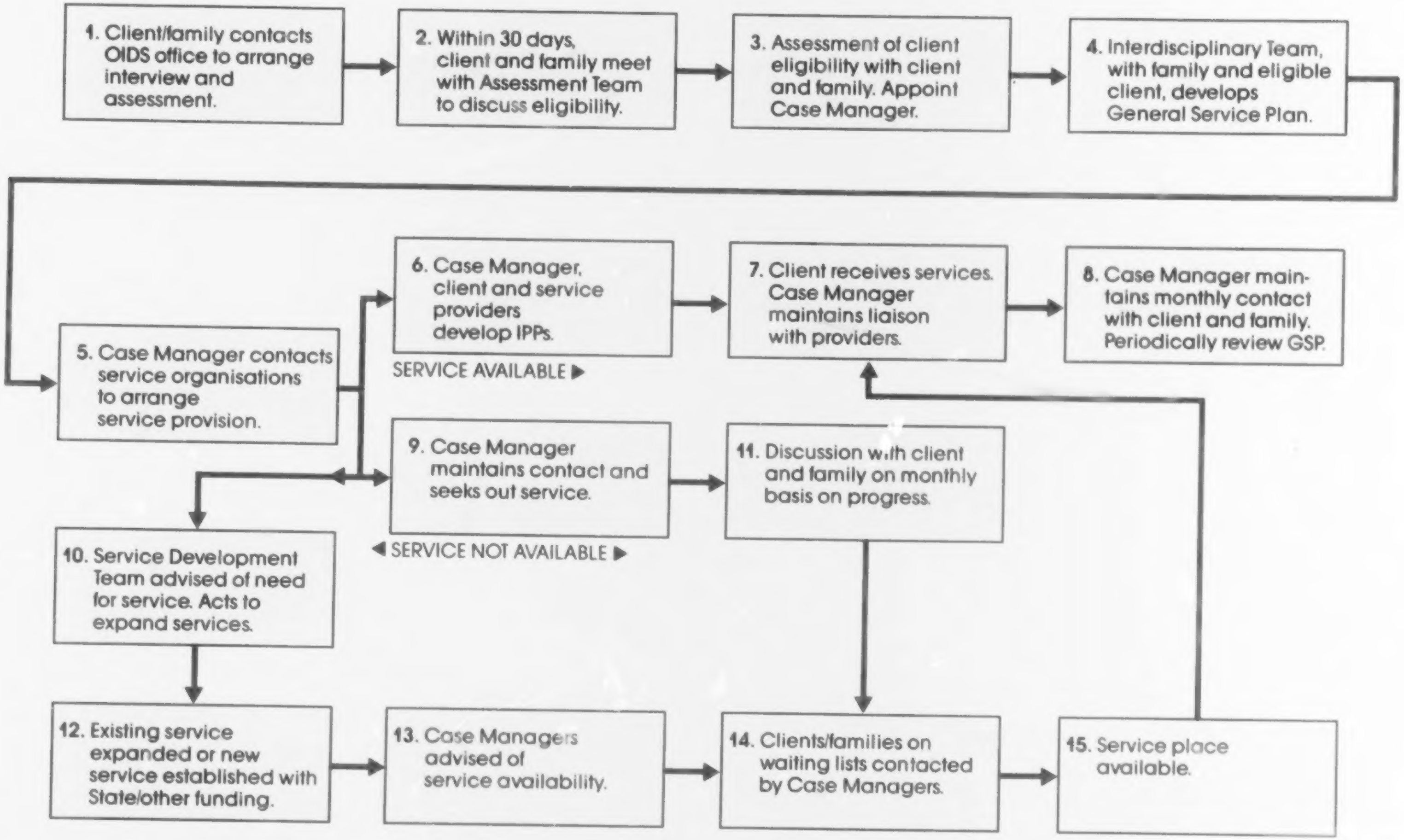
1. Client/family contacts OIDS office to arrange interview and assessment.
2. Within 30 days, client and family meet with Assessment Team to discuss eligibility.
3. Assessment of client eligibility with client and family. Appoint Case Manager.
4. Interdisciplinary Team, with family and eligible client, develops General Service Plan.
5. Case Manager contacts service organisations to arrange service provision.
6. Case Manager, client and service providers develop IPPs.
SERVICE AVAILABLE ▶
7. Client receives services. Case Manager maintains liaison with providers.
8. Case Manager maintains monthly contact with client and family. Periodically review GSP.
9. Case Manager maintains contact and seeks out service.
◀ SERVICE NOT AVAILABLE ▶
10. Service Development Team advised of need for service. Acts to expand services.
11. Discussion with client and family on monthly basis on progress.
12. Existing service expanded or new service established with State/other funding.
13. Case Managers advised of service availability.
14. Clients/families on waiting lists contacted by Case Managers.
15. Service place available.

Figure 4.3: GENERALISED PROCESS OF ASSESSMENT AND PLACEMENT FOR NEW OIDS CLIENTS

of a new service organization, or to have an existing organization develop a new service. The Service Planning and Development Team must assist the service providers to access any and all sources of available funds, and must argue the Region's case in the State budgetary process.

- The Case Manager maintains no less than monthly contact with the client and his/her family or agent, to advise on progress with the provision of an appropriate service, and to offer assistance and support wherever possible.
- As new or expanded services are established, they can be made available to clients on waiting lists or to new clients.
- The Service Planning and Development Team must notify the Case Managers of the availability of new services.
- Clients and their families are contacted, and IPP's prepared for the new or expanded services, for each client.
- The client receives services and the Case Manager continues his/her liaison role.

Clearly, if none of a client's service needs can be met at the time he/she is assessed as eligible for services, or if some needs can be met but not others, the Case Manager must continue to meet regularly with the client and his/her family or primary carer both to assess how that client is managing without appropriate support services and to keep the client and carer informed of the progress of action on his/her behalf. That interaction is the minimum form of support which the service system can offer, and can at least assure parents and the client of some contact and support, as well as attention to their needs.

Adequate systems of emergency and regular respite service urgently need to be in place in the service system. They must be priorities for development, as they can offer continuing relief and support to families to assist them while their family member is at home. Both emergency respite and some regular respite services should be provided directly by the Direct Support Services Section.

# 5. RESIDENTIAL SERVICES

*A key component of the Plan for Services Redevelopment is the separation of the means of access for intellectually disabled people to housing in the community from the process of providing them with support and developmental services in their homes and elsewhere.*

*We have a firm view, reinforced as a result of public consultation, that the service model which relies on people gaining access to services only by gaining a placement in a dwelling or other establishment (a "package" of housing and services) is an inadequate process for meeting either the current or the future needs of Victoria's citizens who have an intellectual disability.*

*We are recommending the separation of the service development and delivery systems from the systems of housing access for the purposes of service development and management, although clearly, there will continue to be a need for co-ordinated planning and delivery of both housing and services.*

*However, we are also seeking a flexible service system which can provide support to people irrespective of where they are living—at home with their parents, with foster or adoptive parents, as groups or individuals in their own homes or in rented dwellings, in homes managed by a co-operative or in other settings.*

*Our proposals do not preclude the continued operation of services of the "package" type for some years, but rather their supplementation and eventual replacement by our alternative model, over time, as experience is gained with that model and any difficulties with its operation or capacity to adapt to different and changing circumstances are overcome.*

*The model of a Local Residential Service Team which we recommend is a supplement to a wide variety of generic in-home care and support services either available or being developed in the community which operate along similar lines. These services should also be available to people with intellectual disabilities.*

*However, where a supplementary specialist service is required to provide additional support to people with intellectual disabilities beyond what is available from generic services, a Local Residential Service Team system is planned to provide that support.*

## 5.1 Generic Support Services

People with intellectual disabilities, like others in the community, are entitled to access generally available services which provide support and assistance to them in their own homes.

The Home and Community Care Programme (HACC), which encompasses a wide variety of support services such as home help, meals on wheels, home nursing, occupational therapy, physiotherapy, community services officers for the aged, senior citizens' centres and speech therapy is the main programme within which the Commonwealth, the State Government, Local Government and community organizations combine to provide home-based support services.

Community Service Victoria has already made significant steps in ensuring that HACC services are available for people with disabilities. This process, which is fundamental to the success of the entire programme of development of community-based accommodation and services for people with intellectual disabilities, must continue.

HACC provides for the development of new services where necessary. These include day care services, community respite, transport, home maintenance, assessment and referral services, linen and laundry services, personal support and education, training, information and co-ordination services.

HACC services are community-based support services predominantly provided through Local Government. Clearly, these localized community-based services are ideally placed to provide support for people with intellectual disabilities and their families in meeting their daily living needs and in sharing in community life.

Only where there are special needs which must be met for people with intellectual disabilities should additional specialist services be provided.

Programmes such as the Commonwealth Government funded Attendant Care programme, designed specifically to assist people with disabilities, are also important, and need to be extended in their scope and level of funding to provide home-based support for people with intellectual disabilities as well as those with physical disabilities.

Accordingly we **Recommend** that:

> *37.* Maximum use be made of generic in-home support programmes to provide services for people with intellectual disabilities living in the community, and, in particular, the Home and Community Care Programme be further developed and extended to provide support services for people with intellectual disabilities.

## 5.2 Local Residential Service Teams

In order to provide effective specialised in-home support and developmental training for clients, in the community or moving to the community from Training Centres, whose General Service Plans identify the need for specialised support services, we propose that CSV/OIDS fund the development of Local Residential Service Teams, either comprising staff directly employed by CSV/OIDS or staff employed under a Funding and Service Agreement with a funded service provider.

This service would be a specialist service to complement the in-home assistance provided through such programmes as the HACC programmes, the Attendant Care programme, the Royal District Nursing Service and similar programmes designed to provide families or people with intellectual disabilities with support in their homes.

The CSV/OIDS in-home support service would be available to families with people with intellectual disabilities at home, and to individuals or groups of people with intellectual disabilities living in their own homes, in group homes and in other residential settings, and would encompass a full spectrum of service from occasional visiting to fully-staffed 24-hour residential support.

The emphasis in the in-home support service would be on assistance with domestic living and living skills education, developmental training and behaviour management. Specialist therapeutical assistance (speech therapy, physiotherapy) should also be available as required, on a sessional basis and from CSV/OIDS Regional Services, funded service providers or private practitioners.

The Local Residential Service Team would be the primary CSV/OIDS funded direct support alternative to institutional services, and would be designed to ensure that people with intellectual disabilities and their families received support appropriate to their needs at different stages of their lives.

The system of Local Residential Service Teams developed across the State needs to be sufficiently flexible to respond to differing requirements in different areas.

For example, within Melbourne, it may be appropriate that CSV/OIDS directly employs staff and manages Local Residential Service Teams. Elsewhere, the service may best be provided through Local Government or an appropriate community organization.

The size of Local Residential Service Teams should vary to suit local needs. Again, in Melbourne, it may be appropriate for Service Teams to be large, providing support for as many as 100 clients within each Team, and gaining economies of scale and efficient use of the resources of full-time specialist staff.

Alternatively, a small Local Residential Service Team in a country town may support as few as five or ten clients but be managed on a funded basis by the local municipal council, by a community organization, or by a private individual acting in a non-profit making capacity. Specialist services would then be drawn from either CSV/OIDS Regional Services or from private practitioners.

There would be several Local Residential Service Teams in a Region, depending on the numbers of clients needing support, the extent of the support they need, the geography of the region and the scale at which the contracting organization, where relevant, is prepared to operate. Local Residential Service Teams directly managed and staffed by CSV/OIDS may operate alongside contracted Local Residential Service Teams in certain circumstances.

Appendix A provides a more detailed description of the Local Residential Service Team model.

A Local Residential Service Team would have the following types of staff:

- a Manager/Co-ordinator,
- supervisors of direct support staff,
- direct support staff,
- administrative staff, depending on the size of the team,
- some specialist staff, depending on the size of the team and client needs.

Qualifications for staff would generally be expected to be the same as for staff working in Training Centres or other direct support services—registered Mental Retardation Nurses and Intellectual Disability Service Officers may occupy senior positions in a Local Residential Service Team.

Staff from the Specialist Client Support Services team at regional level (psychologists and other specialists) would be available to provide specialist inputs to the work of the Local Residential Service Team and to the particular programmes of individual clients. Local paramedical professionals in the area would be drawn upon for sessional work with clients and clients would, with the assistance of the Local Residential Service Team or their Case Manager, have access to normal community medical and paramedical services.

The first Local Residential Service Team is being funded by the Government in the Shire of Bulla. The Team is being established and is initially designed to provide direct support for 24 clients in the Shire, most of whom will be former residents of Caloola Training Centre, Sunbury and who are moving to a variety of forms of housing in the community. Staff for the Team are being drawn from Caloola Centre, from CSV/OIDS Regional Services and from a recruiting programme. The Team will be managed initially from Caloola Centre but its activities will be overseen by a joint Management Committee of CSV/OIDS Regional and Central Office and community representatives.

An evaluation of the work of this Team is to be undertaken by a contracted independent organization, to ensure that an assessment is made of its cost-effectiveness and its appropriateness in meeting client needs.

The Local Residential Service Team project is expected initially to involve expenditure of the order of $30,000 per client served per annum, but, as the Team extends its activities and its capacity, the average per capita costs of its services should reduce to around the order of $15,000 per client served. The high initial costs are due to the developmental nature of the programme and to the fact that early clients will be people mostly needing intensive services rather than occasional support.

A key feature of the Local Residential Service Team approach is its flexibility. Staff are not simply assigned to a single dwelling and a single group of clients, but rather can be available to provide support to a number of clients with varying needs in different locations during any one week. Clients with intensive needs would normally be in contact with the same staff each day, but other staff may supplement the resources of the base staff during particularly busy periods or for special needs.

Unlike the Community Residential Units programme, the Local Residential Service Team staff will be in regular contact with other members of the team and will be organized to work as a team, sharing responsibility for the entire client group. In this way, the skills and experience of different Team members can be used to advantage for the full client group.

The Local Residential Service Team approach allows staff from Training Centres to be rostered into support work in community settings and to transfer to Local Residential Service Teams as Training Centre residents move to homes in the community. It also allows for the provision of services to clients who would otherwise obtain no support because they were unable to obtain a place in a Community Residential Unit.

The Local Residential Service Team approach will provide, over time, a strong direct support element to the regional service system operated by CSV, and will supplement and extend the capabilities of existing CSV/OIDS Regional Services.

Residential support services provided by the current Residential Associations will continue to be provided, but the Associations should be encouraged to establish Local Residential Service Teams, meeting the needs not only of residents in Community Residential Units but also of other people with intellectual disabilities in that area who need varying degrees of in-home support.

Financial arrangements for the services provided by present Residential Associations would need to be varied as this change is implemented. New Funding and Service Agreements would need to be prepared.

We **Recommend** that:

> ***38.*** The Government supports the development of Local Residential Service Teams as the primary means of providing direct in-home residential support for people with intellectual disabilities who require direct support in their home;
>
> ***39.*** Local Residential Service Teams be planned, managed and funded to provide support for clients at home with families, in group homes, in their own housing or in other living arrangements in the community;
>
> ***40.*** There be no requirement that clients be living at home with their families in order to obtain needed support services, nor that clients be living in homes provided by a service organization, government or otherwise;
>
> ***41.*** Local Residential Service Teams be funded through CSV/OIDS in either of two ways—as Teams directly managed and staffed by CSV/OIDS or as teams funded under Funding and Service Agreements by CSV/OIDS but managed and staffed by any of Local Government, community organizations, non-profit corporations or other appropriate community-based management organizations;
>
> ***42.*** The management of CSV/OIDS staffed Local Residential Service Teams be brought within a revised Regional Services structure within each CSV Region, under a Manager, Direct Support Services, as detailed in this Report;
>
> ***43.*** Managers of Direct Support Services be instructed to undertake the development of Local Residential Service Teams utilising staff based at each Training Centre as an initial step in assisting Training Centre residents to move to homes in the community;
>
> ***44.*** The conditions of staffing of Local Residential Service Teams be sufficiently flexible to facilitate the management of such teams by Local Government, community organizations or other appropriate management organizations, especially in non-metropolitan areas;
>
> ***45.*** Within the framework of local service needs and the budgetary framework for residential support services, priority of access to Local Residential Service Team services be given to people with severe and profound disabilities and hence in greatest need of support, people moving from Training Centres to the community and people registered on CSV/OIDS Regional Services waiting lists for support services;
>
> ***46.*** CSV/OIDS Regional Services, through planning, case management and specialist staff provide the required support services to clients of Local Residential Service Teams in terms of their access to programmes other than in-home support and to generic services in the community;
>
> ***47.*** New Funding and Service Agreements be negotiated with Regional Residential Associations in order to encourage them to extend their role to encompass management of Local Residential Service Teams, able to offer in-home service and support to people with

intellectual disabilities both resident in existing Community Residential Units and in other residential settings in their area.

**48.** The staff of Community Residential Units directly staffed and managed by CSV/OIDS be transferred to form the core staff of Local Residential Service Teams managed by CSV/OIDS, offering residential support and services to people additional to those resident in CRU's, while maintaining services to the current clients. Staffing, funding and rostering arrangements be varied to accord with the Local Residential Service Team principles.

# 6. HOUSING

*It is a primary objective of this Plan that, over the next ten years, an increasingly large proportion of people with intellectual disabilities will live independently, semi-independently, or in supported accommodation in the community. Achieving this change is fundamental to the future of these citizens, and requires an urgent and major effort on the part of the Government and the community.*

*Many people with intellectual disabilities who have some form of permanent shelter are often not housed or supported appropriately—they may be living with elderly and infirm parents who cannot continue caring for them; they may be in substandard accommodation with no personal support; or they may be virtual prisoners in unmodified dwellings with inadequate access.*

*These problems are particularly acute for those people who in earlier years would have been admitted to institutions, but who have been denied access to both accommodation and services (which have traditionally been available only as a 'package') by changing admissions policies. This raises serious equity questions in relation to the priority for housing and services which should be given to people leaving Training Centres versus those already in the community and not receiving adequate, or in some cases any, support.*

*In terms of housing needs, the population currently living in the community, but not receiving accommodation or support services is likely to prove a much larger demand group than the people still in congregate care settings. The issue of appropriate housing for families with a child who has an intellectual disability also needs to be considered in greater detail than has previously been the case.*

*Providing appropriate community-based housing services for people with intellectual disabilities is complicated by many factors, but only a few of them are related strictly to the nature of the disabilities.*

*The real problems revolve around two principal issues— people with intellectual disabilities are generally low income people (being dependent largely on pensions and benefits) so that their ability to afford housing is limited; and many need support, training and, in some cases supervision, in their daily lives.*

## 6.1 Accommodation Models

There is presently a limited range of housing types and services available to people with intellectual disabilities. Many live at home with their families, and while this is clearly desirable for children with intellectual disabilities it is generally inappropriate for adults, especially as they and their parents age and the parents' capacity to provide needed support is reduced. Others are accommodated in Nursing Homes, Special Accommodation Houses, and various forms of hostels and boarding houses. Some may be homeless, and these people are often unable to be catered for satisfactorily in refuges and shelters. Programmes such as the Adult Home Board Scheme and the Cluster Apartments Scheme provide accommodation and services for small numbers of people with intellectual disabilities.

Where more 'domestic' scale accommodation with support services is available in the community, this generally takes the form of group housing—either Community Residential Units funded by CSV/OIDS, homes owned by the Ministry of Housing and Construction and leased to a group housing agency, homes managed by Residential Associations, CSV Group Homes and homes provided by church organizations, charities or other community groups.

Many different housing types and management arrangements are suitable for people with intellectual disabilities at some stage of their lives. It should not be assumed that any one housing type, tenure or support model would remain appropriate for the whole of an individual's lifetime. The decision to move between them should, as far as possible, reflect the individual's preferences, rather than administrative convenience.

Our view is that independent, semi-independent and supported living in group homes or as individuals or families offers the best prospect of providing a wide range of choices for people with intellectual disabilities as to where they may live and in what form of housing, given the constraints of income and the need for some degree of service support in aspects of their daily lives.

We also consider it desirable that the provision—or at least ownership—of housing should be separated from the provision of support services , although obviously there will need to be a strong mechanism to link them and ensure that both are available. This should allow housing to remain a stable element in a person's life, even though the level of support they require may change. It also reduces the likelihood that the client will become a 'possession' of the service delivery body, liable to be shifted from one property to another to suit organizational convenience. This is particularly important in the case of intellectually disabled people, where skills learned in one environment may not be transferred to a new house and a new community. Except in limited cases, we believe that services should be the mobile element rather than housing.

Recent developments of 'co-residency' group housing models have considerable potential—one or more non-disabled person sharing a house with disabled people and providing some support (often in return for free accommodation). This method appears to offer enhanced opportunities for the disabled members of the household to be integrated with the rest of the community, and to form social relationships with people other than those formally employed to support them. Short course training courses for co-residents may be desirable.

Core-cluster housing models, where a staffed core house provides services on a part-time or visiting basis to a number of 'satellite' houses, also appear to have worked well in some circumstances. There are a number of cautions associated with this model, however, including the need for individual houses (or units) to be spaced sufficiently far apart to avoid being seen by the community as merely parts of a dispersed institution; the tendency for core staff to attempt to 'control' the activities of residents of the satellite houses; and for the whole system to become rather inward-looking.

Clusters of flats, where support staff occupy one or more units and disabled clients the remainder are also an option which has been tested in a number of areas. Unlike the core-satellite group housing model above, it provides the opportunity for individuals to live in their own flat, rather than having to share, but has some of the same potential disadvantages as that model. Our view is that people with intellectual disabilities and any necessary on-site support staff should make up only a small proportion (a maximum of 5 percent) of the residents of any single medium-density development.

The present CSV/OIDS Cluster Apartments programme has been one successful trial of the private rental of housing and the provision of support services to clients in their homes. Seven clients are accommodated in four leased flats in Melbourne's western suburbs. The flats are leased on the private market, and regular assistance over a 24-hour period is provided to the residents.

Privately-owned hostels or special accommodation houses provide limited support services in addition to bed and board. Even with enforcement of minimum standards, these are generally relatively expensive (taking all of a resident's pension in many cases), impersonal and do not provide any element of training or encouragement to acquire living skills, or opportunity to exercise personal choice.

Private boarding houses are in many cases even worse, in that they generally provide no personal services or support for residents, are very insecure in terms of tenure and tenants' rights, and are often substandard in terms of health and fire regulations.

Some State housing agencies are developing programmes of community management of rooming houses, and this could provide an appropriate model for people needing secure accommodation with the availability of regular or intermittent support, but not able to afford, or to commit themselves to responsibility for, an independent dwelling. Such an approach would have the advantage of not necessarily catering for any particular group of disabled people (and so perpetuating the 'labeling' which has been a feature of access to services and/or accommodation), or even solely for disabled people. The essential characteristic should be that the support is available if required.

Supported, semi-independent and independent living arrangements in normal community housing can cover the full range of housing types available in the community, and is the model most consistent with the principles of normalization and of development for people with intellectual disabilities.

Accordingly we **Recommend** that:

> ***49.*** The Government adopt the policy of supporting the provision of normal community housing for people with intellectual disabilities, where flexibility in the types of homes available can be ensured.
>
> ***50.*** The Government support arrangements which allow diversity of occupancy, particularly allowing for homes with live-in staff, homes shared by people with intellectual disabilities and others, groups of people with intellectual disabilities, families where either or both spouses have an intellectual disability, and individuals.
>
> ***51.*** The Ministry of Housing and Construction, the Ministry for Planning and Environment and other agencies with administrative or regulatory responsibilities relating to housing take action to ensure that laws and regulations governing housing in no way discriminate against access by intellectually disabled people to the full range of community housing types or to a full range of possible types of housing occupancy.

## 6.2 Housing Tenure

Housing currently occupied by people with intellectual disabilities throughout Victoria and in other States involves a wide variety of tenures:

- owner-occupied housing;
- direct-lease mainstream public rental housing;
- public rental housing provided under special-purpose programmes (occasionally direct lease, but more often leased and run by a third party, either a Government agency, a municipal Council or a community group);
- housing owned (or leased from private owners) by a Government agency other than the State housing agency, or by Local Councils or by a non-government organization;
- private rental housing; and
- hostels, boarding houses and other non-private dwellings (managed by private owners or by non-government organizations).

Utilisation of most of these tenure types will be necessary in Victoria to ensure that people with intellectual disabilities are not only appropriately housed but have the opportunity to exercise choices which reflect their resources and personal capacities and their changing needs at different stages of their lives.

We consider it inefficient for State Government agencies other than the Ministry of Housing and Construction to be involved on a large scale in housing acquisition, ownership and maintenance. The reasons why this has occurred are understandable enough—discrimination against people with intellectual disabilities in the public housing system, long waiting lists for public housing, purchase price ceilings for public rental dwellings which do not allow houses to be bought in target areas, inappropriate forms of housing—such as high-rise flats—for some clients, and so on.

However, apart from the efficiency arguments, ownership of dwellings by service-provision agencies is likely to perpetuate the 'package' approach to housing and support services, and may not provide for equitable access for individuals not connected with the organization.

There is a clear need for the Ministry of Housing and Construction and agencies involved in providing services for people with intellectual disabilities to work more closely together. Even where a service agency is itself funding the purchase or long-term rental of a dwelling, identification, acquisition and subsequent maintenance should be able to be carried out more effectively by the Ministry of Housing and Construction.

Individual home ownership by people with intellectual disabilities is only feasible at present where family assets can be used, either for the direct provision of a house (with a guarantee of services) or through donation of an equivalent amount of money. Mechanisms to facilitate home ownership, and to remove disincentives, are urgently needed.

In view of the scale of the problem of provision of housing for people with disabilities, Government assistance should be targeted to those people most in need, and lacking other resources. In this context, there could also be a place for arrangements such as reverse annuity mortgages, where ownership of a dwelling bequeathed by the family of a disabled person could generate an income stream to pay for support services required, and enable him or her to stay in the dwelling and to share it with house-mates if desired. This financing technique may be particularly appropriate for providing secure housing for disabled people who have been looked after at home by their families, but whose parents are now growing old. It could be less appropriate for housing younger disabled people, since the length of the annuity required may be unattractive to financial institutions.

However, the major home ownership potential for people with disabilities appears to lie in various forms of collective or partial ownership of dwellings. These could include shared equity arrangements, such as the programme operated by the South Australian Housing Trust, which enables public tenants to buy a proportion of their home (25% for example) and to benefit from reduced housing costs over time. Western Australia has a similar scheme, which allows residents to progressively buy shares in their home from the Commission. The purchaser and the Commission hold joint title.

Co-operative housing schemes also offer excellent possibilities for maximizing the number of housing units obtainable for a given amount of government funding. These schemes can include equity ownership co-operatives, financed wholly or partly by individual borrowings by disabled people themselves. Common equity rental co-operatives may also provide an appropriate tenure model.

In the latter case, the co-operative retains ownership of all housing, and the residents pay rent according to their income. However, residents are members of the co-operative, have tenure rights, a choice of dwellings and a share in the total value of the co-operative's investments. Initial finance could be a grant or a concessional loan. A co-operative would own a number of houses and flats, and the repayments on the more expensive, recently acquired dwellings could be subsidized over time by surpluses from the older housing.

Rules covering participation of co-operative members in management may need to be amended to allow advocates to represent disabled members.

Accordingly, we **Recommend** that:

> *52.* The Government adopt the policy of supporting the widest possible range of housing tenures for people with intellectual disabilities.
>
> *53.* The Ministry of Housing and Construction, the Attorney General's Department and other agencies with responsibility for the administration of laws and regulations relating to housing tenure take action to ensure that no law or regulation acts to discriminate against people with intellectual disabilities in terms of their access to alternative types of housing tenure.

## 6.3 Public Housing

People with intellectual disabilities have unequivocal rights of access to public housing, regardless of any support needs they may have. Most people with intellectual disabilities meet all criteria for allocation of public housing (income levels, assets) except the 'independent living' requirements of the Ministry of Housing and Construction.

The Ministry requires persons applying for direct leases of public housing to be "capable of independent living", which is defined as:

> *"the ability to carry out necessary personal tasks without assistance from a second person. In addition, there is a presumption that the person has the capacity to live in public housing without causing significant nuisance to neighbours. A third aspect of 'independent living' is the ability to manage or to be capable of learning to manage basic functions necessary to ensure independence, e.g. shopping, managing finances, etc."*

In establishing this requirement as a capacity of the individuals applying for housing, the Ministry is potentially discriminating against people with intellectual disabilities on the basis of their disability. However, the Ministry has also indicated that it would certainly not wish to exclude people from direct tenure housing because they have additional support needs, but would also not like to see people inappropriately housed, without adequate support. Clearly identified support services could substitute for a person's capacity for independent living.

Many of the estimated 28,000 Victorians with mild intellectual disabilities need only minimal support to enable them as individuals, families or groups, to manage independently, provided they have access to suitable housing.

Many of these people are urgently in need of Ministry of Housing and Construction support. They should not be refused access to the public housing stock either because they need a modest measure of support or because they may elect to live as groups, sometimes with other people who have no disability, because of their particular life circumstances.

The Ministry currently seeks to provide access to public housing for people with invalid pensions, among whom are people with intellectual disabilities, and has the capacity to apply its access criteria with flexibility appropriate to the circumstances of individual clients or families.

It is true that many people with moderate, severe or profound intellectual disabilities will require support at home, with their daily living, and it is equally true that the Ministry of Housing and Construction should not be the agency responsible for providing that support.

However, where support is provided by an appropriate agency, the Ministry has, in our view, a clear responsibility to make housing available to individuals or groups of people with intellectual disabilities, in their own right or through their family and/or advocates. We do not consider it necessary or appropriate that homes be rented to the service-providing agencies, although there may be limited circumstances where this is regarded as the most desirable course.

To not provide access to the public housing stock is in fact a violation of the Commonwealth-State Housing Agreement. Discrimination on any basis is prohibited by Recital D of that Agreement, which states, among other things, that:

> *"housing assistance provided under this agreement will be available to all sections of the community irrespective of age, sex, marital status, race, religion, disability or life situation."*

and also that

> *"the design, style and siting of public housing will, to the maximum extent practicable, reflect the need for accessibility and suitability for habitation by disabled persons, Aboriginals, youth, the elderly, or other identified groups"*

Given this context, it is clear that Ministry of Housing and Construction should remove any barriers in its policies and regulations which prevent access by people with intellectual disabilities, as individuals, families or groups, to public sector housing. This process must also extend to areas such as Common Equity Rental Co-operatives and Community and Local Government Housing Schemes.

There is clearly a problem of planning and co-ordination to be addressed here. The Ministry of Housing and Construction requires assurances of support services for tenants, while people with intellectual disabilities need homes in which to receive support services. Our view is that this matter can only be resolved by an agreement between the Ministry of Housing and Construction and CSV/OIDS, at the Government's direction, whereby the Ministry of Housing and Construction agrees to make available an allocation of housing each year for people with intellectual disabilities and CSV/OIDS agrees to provide services to the people allocated those homes according to their needs.

Such a joint planning arrangement involves resolving the issue of rights of access to public housing for people with intellectual disabilities. "Wait turn" allocations may mean delays of up to eight years, so that even extending eligibility criteria to encompass people with intellectual disabilities would not be of immediate practical value if "wait turn" policies were applied. On the other hand, if people with intellectual disabilities, particularly those relocating from institutions, are to be given priority allocation—either directly or through 'head lease' arrangements with Government agencies or community groups—some existing applicants, who may also be in extreme housing need, may be disadvantaged.

It should also be noted that eligibility criteria for public housing assistance for people with intellectual disabilities may need to be reviewed to make allowance for particular circumstances, for example:

- the additional costs of everyday living imposed on many people with disabilities should be recognised in higher income thresholds for public rental housing or concessional loans (as is done currently in NSW). This should apply to families with disabled members, as well as to individuals;
- rules need to be flexible enough to encompass arrangements such as co-residency, where the non-disabled members of the household may not necessarily qualify for public housing in their own right.

In addition to opening up 'mainstream' public housing to people with intellectual disabilities, we consider there is a case for a special "catch up" programme, because these citizens have been excluded for so long and the backlog of people needing accommodation is so large.

On the basis of our forecasts of client numbers, the programme structure we consider to be appropriate within the Ten Year Plan, and assumptions about the preferred forms of housing for different client groups, we estimate that the need for housing provision for people with intellectual disabilities may have the following dimensions:

| | |
|---|---|
| *People with mild disabilities, not registered as CSV/OIDS clients:* | Total estimated population, 28,000 people. Specific housing needs not known, estimate that half may, over ten years, seek MOHC assistance. |
| *Children's Group Homes, 4 children per dwelling average, with staff support* | 40 homes in first year, and an additional 5 homes per year thereafter, catering for 160 children in Year 1 rising to 320 children in Year 10. |
| *Adult Group Homes, 3 adults per dwelling average, with staff support.* | 35 homes per year for ten years, catering for 100 people per year, a total of 1,000 people over a ten-year period. |
| *Special purpose homes (emergency and regular respite).* | 18 homes per year for four years, available for sessional support. Separate homes for adults and children. |

The particular allocations mentioned above for children's group homes, adult group homes and special purpose homes sum to a total of 93 houses in the first year of operation of the plan, and 58 for each of the subsequent three years. Later years would involve continuing allocations of 40 homes per year. The early years involve a "catch-up" allocation which is particularly designed to achieve the Government's policy of having all children relocated from institutions without delay, while also providing for children on the CSV/OIDS waiting list. We suggest that this process be specifically identified as the Special Needs Housing Programme.

The issue of access to public housing for people with intellectual disabilities who are not registered as CSV/OIDS clients is one which we consider should be addressed through the normal Ministry of Housing and Construction processes, but in the following ways:

- the Ministry should establish a Housing Programme for People with Disabilities, similar to that operated by the Department of Housing in New South Wales, together with a Disabilities Unit concerned specifically with housing for people with intellectual and other disabilities;
- the Housing Programme for People with Disabilities should be specifically funded utilising both State and Commonwealth Government funds and housing obtained through the programme should be allocated on a needs basis as established by the Disabilities Unit in consultation with relevant service agencies and Community Services Victoria. A system for providing priority allocations should be developed;
- eligibility criteria for the Programme's waiting list should not exclude people who may need support at the time their home is provided (but support, where needed, should be available before their actual dwelling is allocated). This will allow, for example, parents to apply for housing in the future for their child, and will assist in the planning of both housing provision and service provision.
- The Ministry should, generally, plan for the Programme to involve both spot purchase and modification of dwellings and "design and construct" dwellings.

In essence, we are saying that the Ministry of Housing and Construction has a responsibility to make available, each year, a proportion of the public housing stock, appropriately adapted to meet the needs of people with intellectual disabilities, for rental or purchase by them as individuals or groups, or by agents acting on their behalf. Effectively, the Government will be funding community housing for people with intellectual disabilities through its public housing programme rather than through a special home purchase programme operated by CSV/OIDS. Funding should be provided through the Commonwealth-State Housing Agreement supplemented, if need be, by capital raised through the disposal of institutional property.

CSV/OIDS has a responsibility to ensure that people with intellectual disabilities gain access to Ministry of Housing and Construction homes, and receive appropriate support as tenants or purchasers of those homes.

To not do so would be contrary to the Intellectually Disabled Persons' Services Act, and would place at risk the continued occupancy by those people of Ministry of Housing and Construction homes.

Accordingly, we **Recommend** that:

> ***54.*** The Ministry of Housing and Construction removes any barriers in its policies or regulations which prevent access by people with intellectual disabilities to publicly funded housing, irrespective of the means by which that housing is provided.
>
> ***55.*** The Ministry of Housing and Construction and Community Services Victoria establish joint planning arrangements to identify, for a rolling three-year planning period, a Special Needs Housing Programme, to meet the need for access to public housing among CSV/OIDS clients. The Programme should also establish these clients' associated need for in-home support services. Annual housing allocations by the Ministry of Housing and Construction for CSV/OIDS clients within each region should be agreed within the context of this three-year Special Needs Housing Programme.
>
> ***56.*** The Ministry of Housing and Construction establishes a Housing Programme for People with Disabilities together with a Disabilities Unit concerned specifically with housing for people with intellectual disabilities who are not CSV/OIDS clients and are not dependent on extensive support services. The Unit to concentrate on innovative ways in which the Ministry can assist people with intellectual disabilities to access public housing.
>
> ***57.*** Eligibility criteria for access by people with intellectual disabilities to public housing allow for higher income thresholds than apply to people without disabilities, in recognition of the additional costs of everyday living faced by people with disabilities.
>
> ***58.*** The operating rules for access to public housing by people with intellectual disabilities allow for diverse types of housing occupancy, including group occupancy.
>
> ***59.*** Eligibility criteria for access to public housing allow people with intellectual disabilities who may require support in their home at the time the house is allocated, to apply for housing even though that support is not guaranteed at the time of application. The waiting list to provide a source of information for service planning by CSV/OIDS.
>
> ***60.*** Eligibility for special public housing assistance, in terms of that assistance being justified by an individual's intellectual disability, be based on a case assessment by CSV/OIDS, but without a requirement that the applicant register as a CSV/OIDS client.
>
> ***61.*** Access generally to public housing be determined separately from the three-year Special Needs Housing Programme allocation of housing for people with intellectual disabilities who are clients of CSV/OIDS and who may require in-home support services.
>
> ***62.*** Funding for housing for people with intellectual disabilities be drawn from moneys provided under the Commonwealth-State Housing Agreement, supplemented, if need be, by capital raised through the disposal of institutional property.
>
> ***63.*** CSV/OIDS assumes responsibility for the planning, funding and provision of support services to intellectually disabled people resident in Ministry of Housing and Construction homes, through the most appropriate generic or specialist programme available, to ensure that their right to occupy such housing is fully exercised, and that their occupancy is not placed at risk due to a lack of adequate in-home support services.

## 6.4 Surplus Government Housing

The Government Employees Housing Authority (GEHA) is disposing of surplus government homes. The Authority has offered to make such homes available at concessional rentals to CSV/OIDS clients and eventual purchase at valuation. These homes are also offered to the Ministry of Housing and Construction.

These homes, given that they are appropriately located, in sound condition and able to be inexpensively modified if necessary, could readily meet a part of the need for housing for people with intellectual disabilities. They may be appropriate for either direct rental by GEHA to CSV/OIDS clients in need of housing but not requiring extensive in-home support, or for sale to groups of people with intellectual disabilities or their families or agents.

There is also scope for these dwellings to be treated by the Government as a part of its capital contribution to the provision of housing for people with intellectual disabilities and to be transferred without payment, but at valuation, from GEHA to the Ministry of Housing and Construction for this purpose. The dwellings would form part of either the initial contribution of public housing to the "catch up" Special Needs Housing Programme or to the initial housing stock for the Housing Programme for People with Disabilities recommended above.

We understand that GEHA has some 800 homes throughout the State considered surplus to its requirements. These homes should not be disposed of until they have been assessed for their suitability as homes for people with intellectual disabilities.

Accordingly, we **Recommend** that:

> ***64.*** The Ministry of Housing and Construction, the Government Employees Housing Authority and CSV/OIDS develop procedures whereby suitable surplus Government housing, with or without modifications, can be made available for rental or sale through the Ministry of Housing and Construction to people with intellectual disabilities under the general public housing programme, the Special Needs Programme or the Housing Programme for People with Disabilities.

## 6.5 Project Partnership Programme

In 1988, the Ministry of Housing and Construction introduced the Project Partnership scheme, providing for Local Government or community organizations wishing to share in the development and management of housing to participate, under an agreement, as partners in a joint venture to develop housing for people who were eligible for Ministry of Housing and Construction accommodation.

The partner organization contributes equity in the form of money or land, and the Ministry provides up to 80 percent of the cost of the development. Tenant selection is a shared responsibility between the partner and the Ministry, and, although eligibility criteria are set along standard Ministry lines, there is some scope for flexibility through resident contributions of capital.

Unfortunately, the Ministry has not made the scheme available to people with intellectual disabilities who require in-home support, and, as we have stated earlier, we consider this to be discriminatory and contrary to the Commonwealth-State Housing Agreement.

However, we consider that the Project Partnership can be made to operate on behalf of people with intellectual disabilities who require in-home support, if the partner organization (community organization or Local Government) which seeks to enter into an arrangement with the Ministry, is also prepared to enter into a Funding and Services Agreement with CSV/OIDS to provide in-home support services to residents. This would be done by the organization contracting to manage a Local Residential Service Team on behalf of CSV/OIDS as well as contracting with the Ministry to contribute to the housing project.

The organization's equity in the housing project would normally be expected to come from its own resources, although some capital funding may be available from the Commonwealth and could possibly be made available by CSV/OIDS from the proceeds of disposal of existing assets. The possibilities need further development between CSV/OIDS and the Ministry of Housing and Construction.

Accordingly, we **Recommend** that:

> ***65.*** The Ministry of Housing and Construction and CSV/OIDS prepare, without delay, a viable proposal for ensuring that intellectually disabled people who require in-home support can benefit from access to the Ministry of Housing and Construction's Project Partnership programme, either directly or through appropriate non-government service organizations.

### 6.5.1 Joint Ventures

A whole range of possibilities exists in the area of Joint Venture agreements between State Housing authorities and other organizations (other State agencies, Local Government, churches/charities, community groups, the private sector).

Joint ventures could be funding and construction arrangements similar to those by which aged persons' housing is provided, or could involve the State providing housing and the partner organization providing support services. Joint ventures have a particular role to play in providing housing for people with intellectual disabilities who may not meet State housing agency eligibility criteria.

Accordingly, we **Recommend** that:

> **66.** Following the report on the Project Partnership recommended above, the Ministry of Housing and Construction and CSV/OIDS prepare a further report recommending other forms of joint venture arrangements involving the Ministry of Housing and Construction in the provision of housing funds for homes for people with intellectual disabilities requiring in-home support and CSV/OIDS providing funds for service provision.

### 6.5.2 Non-Government Organizations

A wide range of non-government organizations are involved in the provision of accommodation and support for people with intellectual disabilities and, historically, these organizations have made very valuable contributions. Most of the private organizations which run institutions are also planning moves to community based living for their residents. At the same time, a number of new community groups have been formed to develop alternative housing/service models for disabled people, the most significant of these being VICRAID.

We recognize the contribution that these organizations have made, and can continue to make, in the field of intellectual disability services. However, as a general principle, we believe that government assistance to organizations to carry out this role should take the form of recurrent funding of service provision rather than capital grants for the purchase of housing or other property.

If capital is provided for housing, the relevant agency of government should retain some equity in the dwelling or group of dwellings (perhaps using a depreciation arrangement over, say, 20 years, by which time the government's equity would be zero). However, such arrangements must recognize that many non-government organizations use finance raised from their capital assets to subsidize service provision. If the non-government organizations' role in future were to be channelled more into supplying support services and less into providing accommodation, a higher level of Government funding may be required for the service element.

Accordingly we **Recommend** that:

> **67.** The Government adopt the general policy of providing funding to non-government organizations solely for the provision of services and not for the purchase of dwellings. Dwellings to be either purchased by their residents or rented to residents, either directly by the Ministry of Housing and Construction or through an appropriate government or non-government organization.

## 6.6 An Equity Housing Co-operative

Co-operative home ownership offers an excellent means of providing housing opportunities for people with intellectual disabilities. The basic advantage of co-operative ownership is that it allows individuals to participate in home ownership without complete reliance on their own or their family's resources, and without the requirement to purchase a home as an individual or as the head of a household.

The principle of co-operative ownership is that, by pooling resources, individuals have access to greater borrowing power than they have singly and protect their equity through ownership of shares in the co-operative rather than in an individual dwelling. Dwelling occupancy can be flexible, providing for group occupancy as well as family or individual occupancy, and the security of occupancy which goes with ownership is assured.

The design of co-operative ownership systems for people with intellectual disabilities must take into account their generally low income, their capacity to manage the affairs of the co-operative which may be less than is the case for other people, and their need for agents and advocates to act on their behalf in legal matters and transactions. Many people with intellectual disabilities, while having low incomes, have substantial personal assets held in trust on their behalf, and those assets can be securely invested for the benefit of the individual through the housing co-operative system.

A study on the feasibility of Equity Housing for Victorians with an Intellectual Disability has been completed by accountants Peat Marwick Hungerfords for the Office of Intellectual Disability Services as part of the development of this Plan. The study investigated the possible form, legal basis, membership requirements, management requirements and funding of an initial Equity Housing Co-operative for people with intellectual disabilities, and concluded that, with an appropriate level of government contribution to the establishment of the Co-operative, the model was both financially attractive from the point of view of participants and capable not only of self-sustaining development but also of substantial growth in terms of the numbers of participants served and homes purchased and managed. (see Appendix B.)

Members of the Co-operative will own shares in the Co-operative and hence in all its assets. A minimum of $100 equity is required from each member, but members will be expected and encouraged to contribute substantially to the Co-operative's funds—an average of $7,500 per member has been assumed for the purposes of financial planning.

The Co-operative will rely on an establishment contribution of $1.2 million from the Government, to provide initial capital, cover initial administrative charges and provide an initial no-interest loan to participating members.

Commercial borrowings, members equity and contributions will provide the balance of the Co-operative's capital. Loans will be repaid over time. An initial furnishing grant of $8000 per property is to be provided from Government funds.

Similar financing schemes for co-operatives currently operate in South Australia and Western Australia. In general, the private lender is repaid first, and the State afterwards (in the case of loans rather than grants). In addition, several States give guarantees to private sector financial institutions to enable them to lend to terminating building societies, co-operatives or individuals at lower interest rates.

The Co-operative's financing is designed so that the costs of occupancy (rates, insurance, maintenance), interest on borrowings, capital borrowed and furniture replacement can be paid from a rental payment equivalent to 30 percent of a resident's pension. Members of the Co-operative will benefit from the capital appreciation of the properties.

The rules of the Co-operative will provide for families of people with an intellectual disability to contribute capital to the Co-operative, to deed property (such as a family home) to the Co-operative on behalf of their family member, for his/her use, or to have the Co-operative manage property on that family member's behalf. Parents would be able to sell their family home to the Co-operative should remaining in the family home, with companions, be seen as the best housing option for the intellectually disabled person.

Where families or members of the Co-operative seek a higher than usual standard of housing, "top-up" contributions to rentals can also be made.

Members of the Co-operative have the option of moving to an alternative home (through relocation or through sale and re-investment of their units in the Co-operative) should this be appropriate or desirable.

The Co-operative is intended to be a flexible, government guaranteed, secure mechanism for assisting people with intellectual disabilities to purchase housing, benefit from home ownership and gain the personal pride, security and dignity which accompanies home ownership in the community.

Support services for people living in their own homes will be provided by a Local Residential Service Team and a Team may eventually be managed by a committee associated with the Co-operative. The purchase and service arrangements are designed to ensure that even people with profound disabilities can benefit from the opportunity of participating in a home-ownership scheme.

The initial Co-operative will be established with funds provided through CSV/OIDS, but in the long term its further development should be funded through the Ministry of Housing and Construction under the Housing Programme for People with Disabilities.

As experience is gained with the operations of the Co-operative other variations on the co-operative housing model may also prove appropriate to the needs of some people and should be assessed for their feasibility. The essential advantage of using the co-operative mechanism to gear up personal and government funding through borrowing, donations and gifts, should be fully exploited in addressing the housing needs of people with intellectual disabilities.

The State Trustees hold considerable funds in trust on behalf of people with intellectual disabilities. A joint CSV/OIDS/State Trustees Working Party has examined the feasibility of utilising these funds to assist in the provision of housing finance for people with intellectual disabilities and a number of available procedures are being further examined in detail. In particular, the role of the State Trustees as investors will be fully explored by the Board of the Housing Co-operative, with the State Trustees, as part of the process of obtaining members' contributions to equity and commercial borrowings for the Co-operative. Appendix D is a paper prepared by the State Trustees on that organization's potential role in assisting people with intellectual disabilities to obtain housing.

The proposal from Peat Marwick Hungerfords is for one umbrella Co-operative which operates State-wide to obtain finance and purchase homes for members, with local Management Co-operatives providing normal property management services within a particular area. Both these features are financially feasible within the model proposed, with the State-wide operation of the umbrella Co-operative offering economies of scale in both borrowing and administration.

We consider the development of co-operative home ownership arrangements to be a major advance in housing opportunities for people with intellectual disabilities and one which warrants full Government support. Over the ten years of this Plan we have allowed for up to 4,000 people to participate in co-operative home ownership schemes.

Accordingly we **Recommend** that:

> ***68.*** The Government supports, both financially and administratively, the establishment of an Equity Housing Co-operative to assist people with intellectual disabilities to purchase housing as individuals or groups, along the lines of the initial Housing Co-operative project established under the Plan.
>
> ***69.*** Funding be provided to enable the Co-operative to expand progressively, in response to both need and interest, to provide a State-wide service for people with intellectual disabilities.
>
> ***70.*** The State Trustees, the Ministry of Housing and Construction, CSV/OIDS and the Department of Management and Budget form a joint working group to oversee the establishment of the Co-operative and the appointment of its management and Board.
>
> ***71.*** The State Trustees be charged with a significant role, consistent with the Trustees' responsibilities, in the funding and management of the Co-operative.
>
> ***72.*** The provision of government funding for the Co-operative becomes a responsibility of the Ministry of Housing and Construction, after the initial establishment period.

## 6.7 Private Rental Housing

For many people with intellectual disabilities, private rental of housing is currently the major housing option available. Private rental will continue to suit the needs of many people, and should become a basic means of provision of housing even where support for tenants in their rented homes is necessary.

The Government needs to ensure that there are no regulatory or legal barriers to having either groups of intellectually disabled people, or agents or advocates acting on their behalf, privately rent housing. In addition, organizations providing home-based support for people with intellectual disabilities should be in a position to rent houses on behalf of clients, wherever possible in the clients' names.

The basis for specially negotiated long-term leases needs to be developed in association with agencies such as the Ministry of Housing and Construction and representatives of the rental housing industry. CSV/OIDS regional services or non-government service provision agencies should be free to negotiate the terms of long-term rental, on behalf of clients, with individual landlords. Landlord and tenant legislation and regulations need review to ensure that there are no provisions which prevent free access by people with intellectual disabilities to private rental housing.

Services to support people in private rental housing will be provided by Local Residential Service Teams or generic in-home support services as appropriate.

The CSV/OIDS Cluster Apartments programme should become part of the more general programme for the provision of private rental housing (including apartments) and in-home support, for intellectually disabled adults.

CSV/OIDS also provides support to independent living for a potential 40 clients through a programme operating in four CSV/OIDS regions, assisting people with intellectual disabilities to rent their own accommodation and to live independently in the community. The programme assists clients to gain access to a variety of Local Government and other services, and aims to assist people to become independent of on-going support once their living skills have been sufficiently developed.

The principle behind this programme needs to be as widely extended as possible, and this will be part of the responsibility of the CSV/OIDS regional services and the proposed Local Residential Service Teams in each region.

Accordingly, we **Recommend** that:

> *73.* The Ministry of Housing and Construction, the Attorney General's Department, CSV/OIDS and representatives of the private home rental industry review the regulations relating to private home rental to ensure that any barriers to long-term access to private rental housing by people with intellectual disabilities, as individuals, families or groups, are removed.
>
> *74.* CSV/OIDS in consultation with the Ministry of Housing and Construction and representatives of the private rental industry negotiate guidelines for the rental of private housing by people with intellectual disabilities which provide for CSV/OIDS Regional Services or staff of other service agencies to negotiate rental arrangements on behalf of clients with an intellectual disability. These guidelines to cover the situation where parents or other advocates acting on behalf of people with intellectual disabilities are the negotiators.
>
> *75.* CSV/OIDS accept the responsibility for ensuring the provision of support services for clients with intellectual disabilities in private rental housing, where appropriate through generic service agencies but otherwise through CSV/OIDS funded Local Residential Service Teams.

## 6.8 Private Home Ownership

People with intellectual disabilities and their families, where they have the resources, may, of course, purchase their own private homes. It will be a CSV/OIDS responsibility to ensure that the support services they need, at home and in their daily lives, are provided through Local Residential Service Teams or appropriate generic services.

## 6.9 Community Residential Units

The Community Residential Units programme presently provides accommodation for some 700 children and adults with intellectual disabilities throughout Victoria. The programme has been a successful demonstration of the appropriateness of community living for even the most profoundly disabled citizens, including former residents of State institutions. The closure of the St Nicholas Hospital and the transfer of its residents to Community Residential Units is a clear demonstration of these benefits. The report evaluating the St Nicholas experience, and demonstrating these benefits for clients, was released in June 1988.

However, the Community Residential Units programme has, in our view, two drawbacks.

First, it involves the staffing of homes by service organizations funded by the Government and the provision of places in those homes for people with intellectual disabilities, on the basis that they will have a life-long placement. The programme offers a housing and service "package" which revolves around the Government's purchase of the home. There is no element of cost recovery associated with the purchase or maintenance of the home, and residents are occupants rather than either tenants or purchasers.

Second, government funds for housing for people with intellectual disabilities can, we believe, be more efficiently utilised through mechanisms such as housing co-operatives and the programmes of the Ministry of Housing and Construction than through a separate housing programme administered by Community Services Victoria.

In our view, the Community Residential Units currently funded by CSV/OIDS, should, over time, become available for rental or purchase by the current residents, either through the Ministry of Housing and Construction or through the Equity Housing Co-operative.

As recommended earlier in the Report, we would envisage the role of the Residential Associations who manage the staffing of Community Residential Units to expand progressively to approach the Local Residential Service Team model. This progressive change of role would provide the Associations with the scope to operate in a more flexible manner, and to provide support services to clients without the need for those clients to live in a Community Residential Unit.

Accordingly, we **Recommend** that:

> 76. Ownership of the existing Community Residential Units be transferred to the Ministry of Housing and Construction, and the homes be rented to residents on terms appropriate under that Ministry's programmes. The option of transferring homes to the Housing Co-operative be explored, depending on the personal financial situation of individual residents and/or their families.

## 6.10 The "Village Living" Concept

One proposal which was put forward as a response to the Interim Report was that the sites of the existing institutions should be redeveloped with housing for people with intellectual disabilities, following the model of elderly persons' villages. The proposal, sponsored by the Combined Institutions Parents' Association on Intellectual Disability (CIPAID), is to :

- establish "community villages" on existing institution land;
- retain the core facilities of the existing institutions;
- retain the institution's staff and management;
- provide whole-of-life care and supervision; and
- manage the villages as communities for people with intellectual disabilities.

The basic change being sought through this approach is in the accommodation for institutional residents. Units and dormitories would be replaced by purpose-built houses, each with up to six residents.

The development would be financed, it is proposed, through the disposal, for subdivision and sale, of a proportion of the site of an institution, with the return from that sale being used to meet the costs of constructing the homes.

No firm details have been established as to the size of the proposed villages, or the composition of the intended population (other than residents being profoundly, severely and some moderately retarded people). However, the proposal ("an achievable, practical and exciting alternative to de-institutionalization") is, effectively, to retain institutions. The concepts of whole-of-life care, of central management and staffing of the village, of achieving economies of scale through having a sufficiently large "community" and of segregation from "mainstream community living", are concepts of institutionalization. The physical environment would change, but the lives of residents would be most unlikely to do so.

The concept is contrary to Government policy and to the principles of the Intellectually Disabled Persons Services Act. In particular, it is contrary to:

> **Principle (d):** *"The needs of intellectually disabled persons are best met when the conditions of their everyday life are the same as, or as close as possible to, norms and patterns which are valued in the general community."*

CIPAID argues that since the proposed "villages" are similar to elderly persons' "villages", this principle is not infringed. The Australian Council on the Ageing has opposed elderly persons villages as inappropriate for many people, and, even if this were not so, segregation of people on the basis of a physical or social characteristic is not an accepted norm or pattern valued by the general community.

The Act does not accept limitations on the development of people with intellectual disabilities, nor does it accept the negative image attached to segregated living and concepts of "retirement" as being applicable to people with intellectual disabilities—even those with profound disabilities.

> **Principle (e):** *"Services should promote maximum physical and social integration through the participation of intellectually disabled persons in the life of the community."*

The proposal is clearly contrary to this principle, focusing as it does on the segregation of people with intellectual disabilities from "mainstream community living", in order to provide, at least in theory, protection from the "normal hazards of society". Village living, according to the proposal, "provides ideal vigilance" —a concept which is particularly patronizing, focuses on continuing dependence, and implies minimum participation in society.

> **Principle (i):** *"It is in the best interests of intellectually disabled persons and their families that no single organization providing services to intellectually disabled persons exercise control over all or most aspects of an individual's life."*

The concept of whole-of-life care explicitly underpins the village living proposal. That concept is contrary to the legislation.

There are other principles of the Act which the concept infringes implicitly, in addition to those which it directly contradicts.

It is understandable that parents, for their own sense of well being as well as in the interests of their child, will seek security, safety and assured support for their child. It is equally understandable that, at this early stage in the development of community-based services in Victoria, parents will be sceptical about the Government's commitment and capacity to provide such security, safety and assured support in community settings.

The answer is not, however, to revert to a service model which has failed the consumers it was intended to serve. Institutions, whenever they have been established, and whether they have been called "homes", or "training centres" or "villages" have been seen as the salvation for those people with disabilities who have been committed to them. They rarely achieve the high hopes and ideals of comfort, security, warmth and support which are ascribed to them. They have often become places of violence, neglect, and soul-less containment, even where the best intentioned staff manage them and where resources are provided at high levels. They can, by their very nature, handicap people by making their environment different from that experienced by others, and one which is often incapable of providing a basis for either appropriate or adequate personal development among residents.

Changing the physical face of an institution through turning it into a village would improve living conditions for its residents. But the quality of their lives is not established by the size and colour of their bedroom, but by the activities in which they engage, the experience of life that they gain, the social and behavioural models they follow and by their personal achievements, however minor these may seem to others.

Where people with intellectual disabilities are given adequate and caring support and supervision in the community, experience has shown that their lives are immeasurably enriched and their development is enhanced. They can be provided with improved living conditions in homes in the community—it is not necessary to have a village to achieve that. They can be provided with security through appropriate services and support, and they can be as well or better protected from personal harm and exploitation in a community setting as they can in an institution.

The experience of community living, together with good services and support, are what makes the difference. The Act commits the Government to providing those services and that support in the community. Consumers and parents alike have the task of ensuring that the services provided are what is needed to make community living a success and not a threat.

The answer to parents' concerns does not, in our view, lie in rebuilding institutions, but rather in parents working closely with the people planning, developing and providing services to ensure that those services meet clients' needs while contributing to the maximum possible development of each client's capacity and respecting each client's rights as a citizen. That approach applies to people with even the most profound disabilities. The experience of the profoundly and multiply disabled children who relocated from St Nicholas Hospital to Community Residential Units is evidence of the success of this approach in Victoria, despite criticisms of the processes involved and the teething problems experienced with some of the services.

Ultimately, the principle which must apply is that which expresses faith in people with intellectual disabilities themselves. As the Act states:

> *"Every intellectually disabled person has a capacity for physical, social, emotional and intellectual development and a right to individualized educational and developmental opportunities and is entitled to exercise maximum control over every aspect of his or her life."*

When adequate community-based accommodation, services and opportunities are available for people with intellectual disabilities; when they experience the benefits of citizenship and community life; and when they and their families gain confidence as a result of their experience; the fears and concerns associated with the change from institutional services disappear, and people do not want to return to that model. It would, in our view, be a profound mistake for any Government to support a new form of institution at a time when it is poised to introduce a system which will see people with intellectual disabilities have the opportunity to become citizens and to participate fully in community life, with all its attendant benefits.

Accordingly we **Recommend** that:

> *77.* The Government adopts the policy of providing housing for people with intellectual disabilities on a basis which avoids concentrating populations of people with intellectual disabilities on any single site;
>
> *78.* The Government adopts the policy of providing home-based support for people with intellectual disabilities through generic and specialist community-based services rather than site-specific services relating to a concentrated population.

# 7. SPECIALIST CHILD AND FAMILY SERVICES

*The Intellectually Disabled Persons' Services Act states that it is an objective of the Department of Community Services and hence of the Office of Intellectual Disability Services;*

> *"To provide a range of high quality services to intellectually disabled persons, their families and their local communities to enable intellectually disabled persons to remain with their families or in their local communities."*

*CSV/OIDS' first responsibility is to assist families with intellectually disabled children (people up to 18 years of age) to maintain their child at home, with the family, for as long as is possible or appropriate in each individual case.*

*This means that a full range of family support and assistance services must be made available to that family, and a programme of support established which meets their needs, and changes in those needs, during the period the child remains at home.*

*Those services may be services available generally in the community, adapted and made accessible to families with intellectually disabled children at home, or they may be supplementary services provided or funded directly by CSV/OIDS or the Commonwealth or others.*

## 7.1 The Government's Policy

The Victorian Government has adopted a policy and programme co-ordination process for Specialist Child and Family Services provided by and through the Ministry of Health and the Departments of Education and Community Services, in order to achieve more effective service development and delivery for children and families in need of specialist support. Appendix C sets out the Government's policy with respect to these services.

In particular, the Government is committed to ensuring that families and children between birth and the age of 18 years and who have additional needs have the same rights of access to universally available services as does the rest of the population. In addition, a range of specialist service options will be available to ensure that the particular additional needs of a child and family are able to be met. Where possible, these specialist services should be available in the local community.

Appendix C lists the services to be co-ordinated and describes the arrangements for their provision and co-ordination across the State. It also makes the point that individual services will still remain the responsibility of the agencies which currently provide them, although the Minister for Community Services will be the Minister responsible for the programme of co-ordination.

In the context of the Specialist Child and Family Services Programme, CSV/OIDS, having assessed the eligibility of a child with an intellectual disability and his/her family for support services, must accept the responsibility for assisting that family, to the extent needed in each case, to obtain information about, and access to, generally available family support and assistance services.

Where additional specialist help is required, CSV/OIDS has the task of assisting the family and the child to access that specialist support service either through an appropriate CSV/OIDS-funded programme or through other State or Commonwealth agencies providing appropriate services. The Regional Programme Co-ordinator for the Specialist Child and Family Services Programme employed by CSV in each Region will assist in this process.

Specialist child and family support services to be provided and funded through CSV/OIDS should include the following:

- Assessment and General Service Plans,
- Case Management,
- Early Intervention.

## 7.2 Assessment and General Service Plans

The Intellectually Disabled Persons' Services Act 1986 requires that the Director-General, upon the request of any parent or guardian or primary-carer of a person under the age of 16 years, or upon a request from a person 16 years of age or older, must undertake an assessment of that person's eligibility for services.

In each CSV/OIDS Region, one or more appropriately qualified officers of CSV/OIDS will be responsible for conducting assessments and recommending to the Director-General whether the person be considered to be eligible or otherwise for services under the Act.

Once eligibility has been established, a Case Manager from among CSV/OIDS staff will be appointed in each case. An interdisciplinary team, forming part of the Regional Services of CSV/OIDS, involving sessional specialists such as psychologists or speech therapists and led by the Case Manager, will make an assessment of the needs of each child, with the family (and, where possible, the child) participating in the assessment.

The assessment will form the basis for establishing a General Service Plan. In accordance with the Act, a General Service Plan must be prepared in consultation with the person eligible for services and the primary carer(s). A General Services Plan defines the services needed by that child and his/her family.

## 7.3 Case Management

Once a General Service Plan is established, it will be the responsibility of the CSV/OIDS Case Manager in each case to work with the family and the client to obtain access to needed services. Where services are unavailable, it will be a responsibility of the Case Manager to maintain contact with the family and the client, while also working within the CSV/OIDS system to have appropriate services established.

It will be necessary, in this context, to operate within the principle set out in the Act that:

> *"Services to intellectually disabled persons should be provided in such a manner that an individual need not move out of his or her local community or travel inordinately long distance to receive the services needed"*

This means that the fundamental basis for service development and provision must be to provide appropriate services locally—not merely to refer people to services which may exist but which, in practical terms, are inaccessible.

CSV/OIDS Case Managers will not provide direct support or intervention services themselves, but will place the family in contact with appropriate service providers and will maintain contact with the family to ensure that their needs are being met. General Service Plan reviews will provide the means of regularly re-assessing the service needs of the client and the need for specialised support.

Accordingly we **Recommend** that:

> *79.* Upon assessment of a child as eligible for services under the Intellectually Disabled Persons' Services Act 1986, CSV/OIDS Regional Services appoint a Case Manager for that child to provide assistance to the child and the family in accessing appropriate support services.

## 7.4 Early Intervention

Early intervention services and the pre-school system are responsibilities of Community Services Victoria. In 1986/87, CSV spent over $8 million on early intervention services throughout Victoria, to support children with various forms of physical and intellectual disability. Those funds were provided through the activities of the Disability Service Unit, the employment of early intervention staff within the present CSV/OIDS Regional Teams, and through the Child Development and Care Programme and the Family Health and Support Programme each of which funded the employment of specialist staff by Local Government and community organizations.

The Ministry of Education provides early intervention services from within the school system, and the Health Department Victoria's Early Childhood Development Programme also provides some services.

There is a clear and urgent need to achieve greater co-ordination between the providers of early intervention services, in terms not only of service planning and development but also in terms of service objectives, coverage and accessibility to families, especially in rural areas. This issue of co-ordination is being addressed through the wider programme of co-ordination of Specialist Child and Family Services being undertaken by the Ministers for Education, Health and Community Services. Evaluation should be an integral consideration in the co-ordination between the providers.

As part of this process, the CSV/OIDS Early Intervention Teams are to become part of CSV's general children's services system—a move which we support.

Not all children with a developmental delay require extensive specialist services. Many are receiving adequate learning opportunities in the pre-school and kindergarten system. There is a need for properly planned developmental programmes and support services, and adequate training for staff (including training in intellectual disability) in the pre-school and kindergarten system to ensure wider and more ready access to these services for children with intellectual disabilities.

A comprehensive programme of early intervention services linked with other child and family support services and with the pre-school services system, delivered where possible through Local Government and community organizations, should be the primary objective for developments in this field. In particular, the early intervention services funded by CSV and provided through CSV/OIDS need to be consolidated and developed as a support service for families with children who have a developmental delay, to ensure consistent planning, programme and service design and delivery, and wide accessibility throughout the State.

It must be recognised that the early childhood years are critical learning periods for all children, and, to the extent that any developmental delay can be addressed and ameliorated during these years through early intervention and other pre-school services, the later dependency of that child on specialist support services throughout his or her life can, in many cases, be reduced, if not eliminated.

We estimate that, during the next ten years, there will be between 800 and 1,000 children aged 0-5 years with some degree of intellectual disability, registered with CSV/OIDS as clients. Most of these clients will be children with moderate, severe or profound disabilities. The growth in the number of children registered and whose families are seeking specialised support, is expected to be slight, with the annual number of new clients in this age group rising from around 100 per year at present to around 120 per year by 1995. Similar numbers will leave this age group as they grow older.

The service system should be planned with this order of capacity as a basis. Needs will obviously vary across the CSV Regions and the scale and character of services will need to vary accordingly.

On the basis that a specialist early intervention worker could effectively provide service to ten clients per year, we would expect that, throughout the State, around 100 specialist staff would be required, at an approximate cost of $3 million per year. Specialist support staff (therapists and psychologists) would also need to be available, preferably on a sessional basis, to assist in this service.

Accordingly we **Recommend** that:

> ***80.*** The development of early intervention services be given a very high priority within the CSV Budget, as part of the Specialist Child and Family Services system, to ensure the development of a co-ordinated, comprehensive and effective early intervention system across the State.
>
> ***81.*** Within two years, CSV consolidates all its early intervention services and programmes within the framework of Specialist Child and Family Services, and prepares plans on a regional basis for service development.
>
> ***82.*** Within the financial year 1988/89, CSV undertakes an evaluation of all funded and directly staffed early intervention services to establish their efficiency and effectiveness and to provide an input to service planning and development. This evaluation to include a strong input from families receiving services as well as from service providers, using appropriate survey and opinion gathering techniques.
>
> ***83.*** A special information system providing details of children and families receiving or requesting early intervention support, and their service needs, be developed during 1988/89 to assist in service planning and development. That system to be maintained as a matter of administrative routine in subsequent years and used as input to the planning of pre-school and school services for children aged three years and older.

## 7.5 Pre-school Services

All children of four years of age in Victoria are entitled to attend one year of pre-school or kindergarten. Many attend kindergarten from three years of age. Frequently, these are the years in which a developmental delay first becomes evident in a child who has no evident impairment, and, as a consequence, the kindergarten and pre-school systems can be very important in detecting that delay.

The development of most children is still quite variable at this age, and, for the most part, there is little need for special assistance in the kindergarten and pre-school settings with the provision of early education and support for children with a developmental delay.

There is, however, a need for special support for those children whose impairment is evident from birth and which may involve physical as well as intellectual disabilities. In this respect, there is a need for continuing close co-ordination between the various early intervention services and the pre-school and kindergarten systems. There is also a need for specialist support within some pre-schools and kindergartens.

The provision of specialist support must not, however, lead to the development of an alternative, segregated pre-school or kindergarten system, but rather to an extension of the capacities of the current system to offer assistance and early education for children with evident disabilities.

We **Recommend** that:

> ***84.*** CSV/OIDS Regional Services assess the need for specialist support within the pre-school and kindergarten systems within each region and provide funding as necessary to employ visiting pre-school and kindergarten teachers who can serve as resource workers and consultants to teachers and parents of children with disabilities who are attending pre-schools and kindergartens.

## 7.6 In-home Support and Developmental Programming

CSV/OIDS has established in-home support programmes in five Regions of Victoria, to provide in-home support to the families of people with intellectual disabilities through services generally available to the community and through specialised direct support provided by CSV/OIDS. The emphasis in these programmes is on assisting families to access services generally available to non-disabled people and only providing direct support when there has been no success in obtaining access to such services.

Future efforts to make generic services more widely accessible to people with intellectual disabilities and their families should broaden the basis of service support.

However, there remains a need for appropriate, specialist supplementary services which are available as direct support services for children with intellectual disabilities and their families, as well as to people with intellectual disabilities living independently or semi-independently.

Local Residential Service Teams are intended to have the responsibility for providing direct in-home support and developmental programming for eligible people with intellectual disabilities and their families who need it, and where generic support services are either inappropriate or not available.

These teams, described in detail elsewhere in the Report, are intended to provide in-home services, with the extent of the support provided ranging from occasional visits for advice and programme planning and monitoring through to 24-hour full-time support and developmental programming in small group homes. In the case of families with an intellectually disabled child at home, the support provided would be consistent with the need identified in the General Service Plan—it may be occasional visiting, some in-home respite, daily developmental programmes or day and evening assistance, depending on identified needs.

Through its Regional Services, CSV/OIDS should have access to specialists in appropriate disciplines such as counselling, psychology, speech therapy and physiotherapy. These specialists should either be employed by CSV/OIDS and should provide sessional services as required, or they will be sessionally contracted private practitioners. Their services should be available either in-home, at CSV/OIDS regional offices or at private clinics.

Where there is a shortage of therapists in a particular discipline, CSV/OIDS will have a responsibility to address and, if possible, rectify that shortage over time.

We **Recommend** that:

> ***85.*** CSV/OIDS Regional Services, through Service Planning and Development Teams, establish the maximum possible access by families with a child with an intellectual disability at home to in-home support services available through the Specialist Child and Family Services Programme or through generic services;
>
> ***86.*** Where other in-home support services are unavailable or inappropriate, Local Residential Service Teams, once established, provide specialist in-home support and developmental programming for children.

## 7.7 Respite Support

The provision of respite support, in a variety of forms, is seen by many families as a basic service which will assist them greatly in supporting a child with an intellectual disability at home. There are currently respite support places available, in limited numbers, in CSV/OIDS Training Centres and in Community Residential Units. In general, the availability and flexibility of respite support arrangements need to be extended, to offer families the maximum possible degree of support in both a planned way and for emergency situations.

In-home respite support services are currently provided by some Local Government authorities and these services need to be supported and extended to ensure access by people with intellectual disabilities and their families. In addition, in each region, the CSV/OIDS Local Residential Service Teams will have capacity to provide some in-home respite support for eligible clients.

There will also be a need for some out-of-home respite places, in CSV/OIDS funded small group homes. The principal purpose of this service should be to provide planned respite for children, and should be based on needs agreed at the time a General Services Plan is prepared.

There also needs to be provision in each Region for emergency respite, necessary in situations where the family needs a break, has an urgent need to leave the child while attending to other family matters or simply cannot cope for a few days.

The respite places could be in houses specifically dedicated for that purpose, or they may take the form of planned holiday programmes or similar activities which allow small groups of children to enjoy experiences away from home in holiday settings. Irrespective of the form planned respite takes, the programme is intended to guarantee full-time staffing and supervision.

Respite is not intended to be used as transitional accommodation between the family home and some other accommodation and support option. The emphasis should be on short-term support to allow families to be relieved of the responsibility for the support of their intellectually disabled child for a short period.

The programme of respite, family interchanges, shared social and recreational activities and similar supports offered through the Interchange programme should also be funded to extend to all CSV/OIDS Regions.

We **Recommend** that:

> ***87.*** CSV/OIDS Regional Services ensure that families of children with intellectual disabilities gain full access to generally available respite services in each Region;
>
> ***88.*** Programmes be developed in each Region for regular, planned respite, in the form of holidays and other organized activities, which enable children with intellectual disabilities to be supported away from their families for planned periods each year.
>
> ***89.*** Two homes in each Region be developed and staffed through Local Residential Service Teams for use as respite homes for children, either for planned regular respite or emergency respite. Planned and regular respite to provide for individual clients to have a maximum of four weeks' residence each year, while emergency respite homes may be operated more flexibly, with clients averaging eight weeks stay per year;
>
> ***90.*** Funding and support be provided to extend the Interchange programme of respite care, family interchange and social networking more widely throughout the State.

## 7.8 Out of School-hours and Holiday Programmes

CSV also supports access by children with intellectual disabilities to out-of-school hours and holiday programmes provided by CSV and the Commonwealth.

To extend this opportunity, we believe the policy to be followed should be one of ensuring that children with intellectual disabilities gain access to these programmes along with their peers, if necessary with special support staff funded by CSV/OIDS, either through the Local Residential Service Team or on a contracted basis for the duration of the programme. CSV/OIDS may need to assist with the training of programme staff and the determination of the support needed for children with intellectual disabilities participating in such programmes.

We **Recommend** that:

> ***91.*** CSV ensures the maximum possible access for children with intellectual disabilities to out-of-school hours and holiday programmes, arranging with CSV/OIDS Regional Services appropriate support service for children with intellectual disabilities where necessary.

[illegible]neral, the range of programmes and services to families with a child who has an intellectual disability an[illegible] [illegible]ng at home must be substantially increased and made more responsive to the needs of the child and of parents' and primary carers. Expanded programmes will, however, need to emphasize integration into community-wide services using appropriate specialist support measures for the child. In particular, access to Local Government provided services, supported by CSV funding through the Home and Community Care and the Specialist Child and Family Services Programmes, will increase the range of local service support.

There will need to be appropriate funding arrangements agreed with Local Government and continuing joint planning and consultation between CSV and Local Government to develop local service systems for families with children with intellectual disabilities at home. These arrangements will take place in the context of agreed joint planning processes with Local Government already negotiated by Community Services Victoria.

## 7.9 Families Unable to Maintain their Child at Home

Many families with intellectually disabled children may not, despite their best efforts, be able to maintain their child at home. Appropriate and acceptable alternatives to in-home family care which can be tailored to best meet the needs of that child, must be available.

In the past, institutional placement was the primary alternative available to families in these circumstances. Some families have placed their children in Nursing Homes, Special Accommodation Houses, hostels and various other forms of congregate, institutional and semi-institutional care. Community Residential Units were introduced as the major State-supported alternative to institutions.

Support for people with intellectual disabilities living in the community has also been provided by CSV/OIDS Regional Services—staff who provide a mix of advocacy and brokerage, information and advice, service development and service funding for community-based services.

There needs to be both further development of some of the options presently available to families unable to maintain their child at home, together with the development of new programmes offering new and improved choices. The developments which need to be addressed are:

- Special Needs Adoption,
- Foster care and Family Home Care for Children,
- Supplementary Family Scheme,
- Community Residential Units for children,
- Children and Institutions,
- Special Accommodation Houses, and
- Nursing Homes.

### 7.9.1 Special Needs Adoption

Special Needs Adoption has been a successful, although modest, programme operated through Community Services over the past five years, and additional resources will be made available in the future under this programme, to recruit additional adoptive parents and to address the waiting list of babies, children and young teenagers needing adoption.

Only 10 disabled children were adopted during 1986/87, and a further 13 were awaiting adoption. CSV/OIDS needs to work closely through its Regional Services with the staff of the Special Needs Adoption programme to try to expand the interest among families in Special Needs Adoption, to provide support to families who adopt an intellectually disabled child and to increase the number of children adopted each year. We would expect that a programme rising above 30 children per year would be feasible.

Accordingly we **Recommend** that:

> ***92.*** Funding be provided through CSV for expansion of the Special Needs Adoption Programme to provide for support for 30 children with intellectual disabilities each year.

## 7.9.2 Foster Care and Family Home Care for Children

Foster care has been a successful programme for children who, for a wide variety of reasons, are unable to be maintained at home by their families, The programme is funded by Community Services and operated through a number of well-established foster care agencies. The programme has not been especially directed at the needs of families with intellectually disabled children.

During 1986/87, a new programme, Family Home Care for Children, was established by CSV/OIDS in two Regions, to match children with intellectual disabilities with foster families. The programme involved the provision of grants to a generic foster care agency, through a Funding and Service agreement. Twenty-four children with intellectual disabilities have been found family homes to date.

There is a clear need to open up the entire foster care programme, from emergency foster care to extended planned family placement, to children with intellectual disabilities and their families. Additional resources for foster care placements for children with intellectual disabilities will be needed, and foster care agencies will need to be both trained and encouraged to make the fostering of children with intellectual disabilities a matter of higher priority than they have been able to do to date.

CSV/OIDS must be an active participant in the expansion of foster care for children with intellectual disabilities. Effectively this means maintaining and strengthening generic foster care programmes and extending their scope and flexibility to meet the needs of children with intellectual disabilities and their families.

Accordingly we **Recommend** that:

> ***93.*** Funding be provided through CSV to expand specialised foster care services for children with intellectual disabilities to the extent of foster care agencies' capacity to provide foster homes, but in any event to support a minimum of 30 additional children each year;
>
> ***94.*** CSV/OIDS assists foster care agencies to expand their specialised foster care services to support children with intellectual disabilities and their families by:
>
> - co-operation with CSV staff in assisting foster care agencies to recruit and train families interested in fostering children in the special needs of children with intellectual disabilities, with CSV as the lead agency;
> - providing supplementary funding to foster care agencies in all CSV Regions through the Family Home Care for Children programme for the support of families who foster children with intellectual disabilities;
> - providing training for workers in foster care agencies in the needs of children with intellectual disabilities;
> - working through CSV with foster care agencies to put them in touch with families in need of foster care for their children; and
> - maintaining contact with families who foster children with intellectual disabilities to ensure that they receive all the support, training and access to specialised support services that they need, through CSV/OIDS Regional Services and from Local Residential Service Teams.

Within foster care there is a need for an option which provides the opportunity for regular shared parenting between two households. This option may ultimately lead to either longer term fostering or adoption, or continue until the child reaches adulthood.

This **supplementary family scheme** could assist families unable to maintain their child at home without support to recruit another household to assist them to care for that child. That support may be planned to be on a short or long term basis, depending on the changing needs of the child, the experience of both families, and the needs identified through a General Service Plan.

CSV/OIDS Case Managers and accredited foster care agencies should work with families electing to use this option, to recruit supplementary families. The selection of a suitable supplementary family would be a matter for the natural parents, assisted and advised by the agency organising recruitment and the CSV/OIDS Case Manager. Funding and Service Agreements would be prepared for the provision of support by the supplementary family and they would be trained in their responsibilities prior to the child moving into their home.

As with other foster families, supplementary families would receive payment for board and lodging, for expenses incurred, and for support and supervision of the child. The natural family would maintain contact and involvement with the child, as well as their legal responsibility for, and guardianship of, the child.

Funding for home improvements, alterations and extensions for supplementary families supporting intellectually disabled children at home should be available, depending on the nature of the need and the terms of the Funding and Services Agreement.

CSV/OIDS should also fund family and parent group networking and association in order to assist parents, supplementary parents and other primary carers to meet, confer, assist each other and communicate their needs and concerns to others. This method of networking has been particularly successful in assisting families of institutionalized children when that child returns to community accommodation.

The success of programmes similar to foster care and supplementary family programmes overseas has been such that, after some years of operation, it becomes unnecessary to place children with intellectual disabilities in accommodation other than family homes, except for short term health reasons. It is an objective of this Plan that this would also be the ultimate outcome for Victorian children with intellectual disabilities, including those with severe, profound and multiple disabilities.

Accordingly we **Recommend** that:

> ***95.*** Within the foster care system, funding be provided to foster care agencies to develop and implement a Supplementary Family Scheme, providing for shared parenting for a child with an intellectual disability, on a planned basis, between two households;
>
> ***96.*** CSV/OIDS Regional Services provide assistance and support to foster care agencies in recruiting supplementary families, to natural and supplementary families, and to the child, as required.

### 7.9.3 Children's Group Homes

CSV/OIDS currently provides financial support for some 120 Community Residential Units either managed by voluntary organizations or by CSV/OIDS itself. Approximately 220 children live in these units, which are located throughout Victoria.

Where the options of care at home, care in a supplementary family, foster care or adoption are unavailable to a family and their child, CSV/OIDS will need to continue to fund the provision of the further option of shared living with other children in staffed, small group homes accommodating up to four children.

Community Residential Units currently funded by CSV/OIDS, and either directly staffed by CSV/OIDS or staffed through funded community organizations should, over time and as other options for adults are developed, be dedicated to the support of children up to the age of 18 years for whom no other programme option has proven to be available or appropriate.

In addition, the need to provide alternative accommodation and support services for some 84 children currently resident in Training Centres, and to provide services for over 250 children currently registered on CSV/OIDS waiting lists for accommodation, indicates an urgent requirement for additional group home accommodation throughout the State.

We consider that the first priority under the Plan for the acquisition of accommodation and the development of support services through Local Residential Service Teams should be to provide for those children with intellectual disabilities urgently in need of accommodation and support services.

Accordingly we **Recommend** that:

> ***97.*** Community Residential Units currently accommodating children remain dedicated to the accommodation and support of children under 18 years in the future, with alternative arrangements made for current residents when they reach 18 years of age.
>
> ***98.*** Sufficient additional homes be obtained either from the Ministry of Housing and Construction or through private rental, depending in part on the preferences of parents, to provide accommodation for up to an additional 250 children currently listed on waiting lists or resident in Training Centres, during the first full year of operation of the Plan.
>
> ***99.*** Local Residential Service Teams be established to provide the required support services for children in Group Homes and additional Children's Group Homes be established after the first year to accommodate an additional 30 children each year.

### 7.9.4 Children and Institutions

Government policy is that children, that is, people aged less than 18 years of age, are no longer admitted to institutions managed or funded by the State.

During 1987/88, funds have been made available in the State Budget to develop and provide alternative accommodation and support for the 84 children currently resident in State Training Centres, and it is intended that, by 1990, no child in Victoria will need to be living in an institution funded by the State Government.

This policy and the accompanying programme of relocation will have a significant impact on the Private Training Centres funded by the State Government, as well as on the Training Centres operated directly by the Government.

Special waiting lists will need to be prepared and made available to CSV/OIDS Regional Services, Foster Care agencies, adoption agencies and other community-based organizations seeking to assist with the programme of providing alternative, community-based, accommodation and support for children currently resident in institutions and other forms of large-scale congregate care.

Accordingly we **Recommend** that:

> ***100.*** The Government's current programme to provide alternative accommodation and support for children with intellectual disabilities resident in State Training Centres proceeds as a matter of priority;
>
> ***101.*** Special arrangements be made with foster care and adoption agencies to provide support for children with intellectual disabilities currently resident in Training Centres and other forms of large scale congregate care for whom foster care and adoption is the preferred option, to give priority to those children in their programmes;
>
> ***102.*** Priority of access to Children's Group Homes be provided for children currently resident in Training Centres and other forms of large scale congregate care.

## 7.10 Special Accommodation Houses and Nursing Homes

Special Accommodation Houses are not appropriate forms of accommodation for children with intellectual disabilities and a programme will be developed to identify those children resident in Special Accommodation Houses and to provide alternative accommodation and support for them.

Intellectually disabled children should not be living long term in Nursing Homes, except where they have significant medical needs which cannot be met through occasional hospitalization or through specialist support at home (including a foster home) or in a Children's Group Home.

Accordingly we **Recommend** that:

> ***103.*** CSV/OIDS, during the next two years, establishes the needs of children presently in Nursing Homes and Special Accommodation Houses throughout the State, and develops a programme of alternative accommodation and support for those for whom long-term Nursing Home support is neither appropriate nor necessary, and those for whom Special Accommodation Houses constitute inappropriate accommodation.

# 8. EDUCATION

*In Victoria, education for children aged five to fifteen years is compulsory. In addition, our community expects that all children are entitled to education which begins in the pre-school system, progresses through the primary and post-primary school systems, and equips children to commence their adult life either with further education or in activities which they find rewarding or fulfilling. In this respect, children with intellectual disabilities are no different from other children.*

*Children have differing learning rates and patterns of learning but, for children with even the most severe learning disabilities, research has consistently shown that structured, individualized teaching programmes can and do result in the acquisition of complex skills and competencies. In turn, these learning processes enhance and enrich each person's life.*

*There is an urgent need to expand the current limited range of educational opportunities and services for people with intellectual disabilities, especially in the post-primary sector, to maximize their opportunities for personal development and skill acquisition.*

## 8.1 Primary Education

Since early intervention services and the pre-school system are both CSV responsibilities, and the primary school system is a responsibility of the Ministry of Education, there is a "gap" in services, from the perspective of the child, in making the transition from one service system to the other. As yet, there has been no effective joint planning procedure developed between CSV and the Ministry of Education to ensure that the Ministry of Education is fully aware of the services likely to be needed in primary schools by children with a developmental delay currently in the pre-school system or receiving services through early intervention programmes.

The years of early childhood are the critical years during which there is potential for reducing the effect of any developmental delay on the later life of a child, and it is essential to an effective system of services which involves a transition from one administration to another, that there is co-ordination and joint planning between administrations **to serve the best interests of the child**.

Parents may be uncertain or confused about the best developmental option for their child, either in a Special School or in mainstream education, and equally uncertain about the options available to them. It is not properly the task of CSV to advise on educational choices and programmes beyond the pre-school system, so that the Ministry of Education must become involved formally in educational planning for children with a developmental delay before they enter the primary school system.

While this occurs to a degree at present, there need to be formal arrangements, involving systems of referral from CSV to the Ministry of Education, for families prior to their children entering school. These procedures should be designed to remove uncertainty, create confidence for parents and ensure that schools in an area local to the family are aware of the likely responsibilities they will have one or two years ahead and can plan properly to meet those responsibilities.

The programme of integration of children with disabilities into the Victorian school system has now been operating for a number of years. The Ministerial Review in 1984 provided the basis for the programme, including the progressive transfer of resources from Special Schools to regular schools. At present there are still the two parallel streams of education open to children with an intellectual disability.

First, there is the system of Special Schools, where children with intellectual disabilities are segregated from mainstream education, but are taught, for the most part, by teachers with Special Education training.

Second, there is the mainstream school system, where children with disabilities are integrated into standard classes, usually with the support of integration teachers and integration aides and frequently at considerable expense in terms both of specialised equipment being provided and staff time.

Despite the introduction of guidelines and policy, the integration of children with intellectual disabilities into regular primary and post-primary education is not proceeding as rapidly as the Government would wish.

The existence of the two systems mentioned above means that a large number of qualified, Special Education teachers are operating in a segregated educational setting, while within the mainstream school system, integration teachers and aides are, for the most part, staff with little or no training or experience in educating students with disabilities.

The qualified staff in the segregated system need additional training to serve as resource workers and consultants in an integrated setting, while those serving as integration teachers or aides need strong pre-service and in-service training in order to serve effectively the needs of children with intellectual disabilities. Teachers, in general, need courses in the education of students with disabilities as part of their basic teacher training, and these courses have yet to be developed.

Accordingly we **Recommend** that:

> ***104.*** Ministry of Education, rather than CSV, staff be given the responsibility for advising parents of pre-school children on the most appropriate primary school programmes and choices for their child.
>
> ***105.*** CSV/OIDS Case Managers be assigned the responsibility for developing, with a CSV/OIDS Interdisciplinary Team and involving Ministry of Education staff, a General Service Plan for each eligible child, and the School Integration Support Groups the responsibility for developing an educational programme for that child within the primary school system.
>
> ***106.*** CSV and the Ministry of Education jointly develop formal procedures for planning the primary school needs of children with a developmental delay which address the future needs of children two years prior to the time they could be expected to enter primary school, allow monitoring of the needs of each child up to the point where he/she enters primary school and, if eligible for services, has a General Service Plan and Individual Programme Plan prepared.
>
> ***107.*** The determination of whether or not a particular pupil would be most appropriately served in a special class (full-time or part-time) or could succeed in a regular class programme (again, full-time or part-time) with support from a resource consultant or aide, be made by an Integration Support Group of the Ministry of Education in the context of an Individual Programme Plan, according to current guidelines for the operation of such groups.
>
> ***108.*** The General Manager, Schools Programme Branch, Ministry of Education, develop a process for determining the need of each child for special educational support and services, and that this process operates within the context of an Individual Programme Plan and reflects the application of the principles of shared decision-making, flexible problem solving and management responsibility for resource allocation.
>
> ***109.*** An appropriate data-base be developed and maintained on the numbers, needs and progress of children with intellectual disabilities, as a co-operative programme between the Ministry of Education and CSV, and within the context of the wider CSV/OIDS client data base which will be developed from the process of preparing and reviewing General Service Plans.

## 8.2 Post-Primary Education

The total population of children and young adults with intellectual disabilities in the education system is of the order of 5,000 pupils, but most of these have mild disabilities. Keeping in mind that, of the clients with mild intellectual disabilities, only about 20 per cent are registered with CSV/OIDS, our estimates represent an approximation of the future numbers of people with moderate, severe or profound disabilities who may require special services within the school system—i.e.; about 1,350 students, all of whom would be currently registered with the Ministry of Education, and therefore accounted for within the total of 5,000 pupils.

We estimate that, over the next ten years, the number of children with intellectual disabilities aged 6-16 years, and registered with CSV/OIDS as clients, will remain relatively stable at around 2,000, while the number of

17-20 years olds will decline from around 1,200 at present to around 750 ten years hence. There are additional children and young adults assessed by the Ministry of Education as having intellectual disabilities but not registered as CSV/OIDS clients.

At the moment, almost all of the children and young adults registered with CSV/OIDS are receiving their education and development programming within the primary school system, irrespective of their age, attending either Special Schools or mainstream primary schools.

Our view is that the emphasis in the development of future services must be on age-appropriate services, including developmental and educational services in age-appropriate educational settings. Young children should be in the primary school system, older children in the post-primary system, and adults in systems designed for adult education.

Approximately half of the school age population of CSV/OIDS clients, and probably half of all students with an intellectual disability, are of an age where they should be attending post-primary schools.

This means that, across the State, the post-primary system should be planning to provide, during the next ten years, services to some 2,500 students with some degree of intellectual disability while the primary school system should plan on reducing its involvement to a similar level from its current involvement with some 5,000 students.

To date there has been no effective programme established for the integration of older children and young adults with intellectual disabilities into the post-primary school system with their peer age groups.

There is some scope for freeing up resources from within the primary school system to offer education in post-primary schools to children and young adults with an intellectual disability. Training for integration aides is needed, and teacher training for post-primary teachers needs to incorporate training in the education of students with disabilities. Specific attention should be paid to the development of appropriate educational and developmental programmes within the post-primary school system, as discussed below.

Over the next ten years, and commencing with older children now in the Special School system, the Ministry of Education must progressively develop a capacity to meet the educational needs of older children within the post-primary system, and must take the steps necessary to develop the staff resources to do so. Provision of age appropriate post-primary education for children with intellectual disabilities is limited. Special Schools are administratively located within the Primary School system, irrespective of the age of the pupils attending these schools. Staff resources can be provided by the transfer of trained staff from the Special Schools.

A particular issue is the age to which people with an intellectual disability should be enabled to remain within the post-primary education system before moving to systems of adult education. Present policy limits Special School attendance to people under the age of 21 years, but in practice there are adults older than 21 years still attending some Special Schools.

We take the view that, for the purpose of planning and without making judgements best left to educators about the educational needs of individuals, the option of enabling attendance by people with intellectual disabilities in post-primary education beyond the age of 18 years should not be considered.

At the very least, the matter must be addressed as part of the planning we recommend below with respect to post-primary education, and needs to be addressed in the context of the development of General Service Plans for individual clients registered with CSV/OIDS. An important influence on these decisions will be the availability of adult educational options and services for people with intellectual disabilities, as discussed below.

Accordingly we **Recommend** that:

> ***110.*** The Ministry of Education commence planning for the progressive integration of older children with intellectual disabilities into the post-primary education system over the next decade, commencing with older children and young adults currently attending Special Schools.
>
> ***111.*** An initial project in integration in post-primary education be established in one metropolitan and one rural school during 1988/89, to assist in planning the development of appropriate class programmes, staff training needs and integration processes and procedures

for the post-primary system as a whole. This programme to be monitored and evaluated by the Ministry of Education. Staff from Special Schools to be seconded to assist with the development of the initial programmes.

## 8.3 Curriculum Content

There is clearly a need, with the progressive integration of children with intellectual disabilities into the mainstream primary and post-primary school systems, for a review of the content of school curricula to ensure that these make adequate provision for the special educational needs of these children.

New programmes need to be developed which provide adequately for the development of children with intellectual disabilities while providing them with learning challenges, appropriate support and meaningful activities. A focus on basic living skills is necessary for many children. The provision of inappropriate education is often a major cause of frustration for children with intellectual disabilities and is, therefore, a potential source of behavioural problems.

Accordingly we **Recommend** that:

> ***112.*** The Ministry of Education concentrates on the content of school curricula as a key element in the development of its responsibility for integration in the education system.
>
> ***113.*** Teachers be provided with additional training opportunities which equip them adequately to develop and adapt curricula to meet the needs of children with intellectual disabilities, especially those with severe and profound disabilities.

## 8.4 The Role of Aides and Integration Teachers

The cornerstone of the current programme of integration of intellectually disabled children into the school system has been the provision of aides to assist teachers where there are intellectually disabled children in a standard classroom. No specific training is required for aides.

This practice can provide children who have the greatest difficulty in learning with teachers who effectively have no training, depending on the degree to which the aide becomes the main teacher of the intellectually disabled child. Where aides are effectively "minders" for children with intellectual disabilities, this has potentially stigmatizing effects among the peers of those children.

Integration Teachers, while qualified as teachers, are not required to have Special Education training. The trained staff are almost all working in the segregated Special Schools, and most of the teachers working with intellectually disabled children within the mainstream school system have little experience in meeting the special needs of those children. Programme development and delivery can accordingly suffer.

There are also administrative and career barriers to the trained Special Education teachers working and progressing within the mainstream system.

Clearly, if the programme of integration in primary and post-primary mainstream schools is to be successful, changes must be made in the role and training of support staff within those schools.

Accordingly we **Recommend** that:

> ***114.*** The Ministry of Education ensures that pre-service induction training is provided for aides, and aides become a resource for an entire class rather than simply for intellectually disabled students in a class.
>
> ***115.*** Aides are only allocated where need is clearly demonstrated, and are not the major resource for children with intellectual disabilities. Teachers be clearly established in the role of the primary deliverers of education for all students.
>
> ***116.*** Teacher training in curriculum content and method in the education of students with disabilities be seen as a primary requirement for all teachers.
>
> ***117.*** Special Education Training become a required basic subject area in all teacher training prior to teachers taking up their classroom role.

***118.*** Post initial training in Special Education be provided for all teachers, especially post-primary teachers.

***119.*** A career structure within the mainstream school system be developed for Special Education teachers currently in Special Schools, with a particular emphasis on their potential role as resource consultants and developers of appropriate programmes and curricula, as well as their role as integration teachers. That structure should provide for the involvement of Special Education teachers in both primary and post-primary education.

## 8.5 Transition Education

There is a particular need among older adolescents who have an intellectual disability to develop skills which assist them to make the transition from school life to further education, to work or to other adult life opportunities. The post-primary school system has traditionally not taken responsibility for education of this type.

There need to be planned transition education programmes for older children with intellectual disabilities developed within the post-primary system, encompassing the skills needed for the transition either to the Post-Secondary Education system to other pre-vocational, vocational or adult education systems, or to community life.

This need was specifically identified and agreed upon by the joint MOE/TAFE/CSV/OIDS Working Party on Vocational Services to Young Adults with Disabilities, 1987, which concluded that the Ministry of Education should recognize its responsibility to act as the lead agency in starting, developing and carrying out transition planning processes for all students up to 18 years of age, including those with disabilities, moving from school to work.

Accordingly we **Recommend** that:

***120.*** The Ministry of Education begins the development of transitional training programmes within the post-primary school system.

***121.*** The recommendation of the Working Party on Vocational Services to Young Adults with Disabilities that individual Vocational Transition Plans be prepared for young adults, including young adults with disabilities, be adopted and put into effect.

***122.*** CSV/OIDS and the Ministry of Education jointly develop procedures for co-ordinating developmental programming methods between home programmes and school programmes for people with disabilities.

***123.*** The General Service Plan and Individual Programme Plans be used to provide the means of co-ordinating services between the Ministry of Education and CSV/OIDS.

***124.*** CSV/OIDS Case Managers be assigned a clear responsibility for maintaining contact with the Ministry for Education and individual schools attended by clients to provide liaison and co-ordination between the agencies providing services to that client and to assist in resolving any particular problems or issue affecting the client's life, other than matters which are clearly educational matters.

## 8.6 Adult Vocational Education and Training

Within the Ministry of Education two new agencies are responsible for co-ordinating vocational training and adult ("further") education. They are the State Training Board and the Division of Further Education. The new arrangements provide clearer policy focus but acknowledge that vocational, pre-vocational and adult education are closely, and sometimes inextricably, linked, and that complementary and co-operative working arrangements will need to be developed.

Continuing pre-vocational and vocational education and training is a responsibility of the State Training Board. The Board, which was established in 1987, has taken responsibility for some of the former TAFE Board's activities and some of the functions of the Department of Labour. Essentially, these responsibilities relate to the technical and vocational training aspects of the TAFE system, with the further education responsibilities being transferred to the Division of Further Education in the Ministry of Education.

The Government's policy with respect to continuing education for people with intellectual disabilities is that they have equal rights with others to education and employment. The Equal Opportunities Act 1984 expresses this policy.

The former TAFE Board set out the principles and practices which it considered the TAFE system should adopt, in the following terms:

- The TAFE system should promote and facilitate equal educational opportunities for people with disabilities;
- The skill, experience and knowledge that people with disabilities bring to the educational, training and employment spheres should be enhanced, developed and legitimized;
- People's natural and acquired skills and abilities rather than the characteristics of people's disabilities should be the basis of interaction; and
- Policies and guidelines should be adopted to ensure that people with disabilities can exercise the right to select from the full range of TAFE programmes.

In order to put these principle and policies into effect, the TAFE Board defined the following basis of practice, which stated that the TAFE system shall:

- Investigate, implement and monitor strategies aimed at increasing the participation, within TAFE, of people with disabilities;
- Ensure that a student's eligibility for a course is subject only to selection criteria relevant to the course and ordinarily applied to all applicants to the course. Medical criteria should not be used, except where any such assessments are applicable to all students;
- Disseminate course information in an accessible and readily understood form to all potential students with disabilities whether they be located in a community or in an institutional setting;
- Plan for the provision of the necessary personnel support and resources for people with disabilities to successfully undertake a TAFE course;
- Equip personnel to provide education free from discrimination. In particular, this entails the establishment of staff training processes for TAFE which provide an awareness and acceptance of the needs and rights of people with disabilities to full participation in the TAFE system;
- Ensure that all teacher education courses develop competence in teaching methods suited to the needs of people with disabilities and based on the principles of this policy;
- Ensure that TAFE programmes in their development, delivery and evaluation reflect issues of disability, including the following considerations:
  - the need to provide for continuity of TAFE courses which access accredited courses;
  - the ongoing review and development of accredited courses;
  - flexible methods of selection and assessment of the progress of students with disabilities and the need for such methods to take into account the individual's usual mode of communication.
- Support the development of programmes exclusively for people with disabilities only if they provide the skills to access the full range of TAFE programmes. Such programmes must be based on the expressed needs and desired outcomes of people with disabilities and not determined by other agents.
- Incorporate the views of organizations representing people with disabilities in the development and delivery of programmes in which issues of disability are relevant;
- Ensure that any machinery and equipment used by students is modified where practicable so that it is safe and accessible for people with disabilities;
- Enable access to TAFE by progressively eliminating physical restrictions through the development of new facilities and the redevelopment of existing ones. This includes the adoption of an accelerated facilities development plan. Such a plan would ensure safe entry to and exit from TAFE facilities in normal and emergency situations and free movement to and within classrooms and all amenities;
- Support the development and implementation of policy in Technical and Further Education for people with disabilities at both regional and provider level.

The new State Training Board needs to establish its own commitment to the policy articulated by the former TAFE Board, as a basis for the development of its services for people with disabilities.

The real challenge for the State Training Board, however, is to make these principles and intended practices effective.

This is especially important in view of the potential development of employment opportunities for people with intellectual disabilities and the likely demand on the State Training Board system for training courses which assist in equipping people with intellectual disabilities for employment and supporting them during their employment. It will also be important to ensure that the development of special courses for people with intellectual disabilities is not excluded merely because their needs are inadequately articulated or because the courses do not lead to other accredited courses.

The report on "TAFE and People with Disabilities" shows that the Victorian TAFE system, with the notable exception of a very few TAFE Colleges, has a poor record in comparison with other States in providing for people with disabilities, and especially people with intellectual disabilities. Equally, TAFE has a poor record in providing training courses for people who work with people with disabilities.

This inadequacy in TAFE policy and practice must be addressed as a matter of urgency. The State Training Board and the Division of Further Education should examine and implement the recommendations of the report on "TAFE and People with Disabilities", and establish, as a matter of urgency, clear and quantifiable objectives for the provision of both vocational and living skills training courses for people with disabilities, and courses, available throughout the State, for the training of workers who assist people with disabilities. Development of these services should be seen by the Government as one of the major priorities for the Post-Secondary Education system in Victoria for the next five years.

The State Training Board is, we understand, developing pre-employment and work-place training programmes which would be consistent with the approach we are recommending. It is important that such initiatives be supported and put into effect to demonstrate and develop the State Training Board's capacity to deliver effective services for people with disabilities.

The Working Party on Vocational Services to Young Adults with Disabilities has undertaken an extensive review of current vocational and pre-vocational services in Victoria, and has, in its draft report, set out the following principles as a basis for the education, training and vocational support of young adults with disabilities:

- Young adults with disabilities must have a right to access the range of vocational options and services available to all other members of the community;
- Vocational options must be based on individual skills, abilities, aptitudes and interests;
- Vocational services must be developed and provided in response to an individual's additional employment support requirements rather than based on or restricted by categories of impairments or disabilities;
- Vocational services must be provided in integrated, non-restrictive settings, regardless of a person's disability or degree of independence;
- Every adult with a disability has the right to employment in a work site where the majority of other employees are non-disabled;
- Young adults with disabilities have a right to the same working conditions, career advancement, job security and wages available to other workers;
- Resources, training, and support for specific jobs must be provided at the actual worksite as far as possible to enable people with disabilities to acquire skills in the environment where those skills are used;
- Service agencies must provide opportunities for each person to collaborate fully in planning, placement and support decisions, and must take into account an individual's desired vocational outcomes;
- A range of flexible specific supports and resources must be developed and co-ordinated to ensure that individuals with disabilities may access and maintain employment; and
- Vocational services must be oriented to the individual and not organized in such a way that any service is a necessary prerequisite to another, or a continuum of services through which all individuals must progress to reach open competitive employment.

These principles provide a sound basis for the planning and development of vocational services, and have been taken into account in the proposals we have developed which relate to such services. We support the Working Party's recommendation that they form the basis for policy and service guidelines for vocational services for people with disabilities in Victoria.

The Working Party made a series of additional recommendations (Appendix E), all of which we support, but several of which have been extended or amplified by our own recommendations. Essentially, like the Working Party, we see a much expanded role for the TAFE College system in the provision of vocational training for people with intellectual disabilities.

Accordingly we **Recommend** that:

> ***125.*** The recommendations of the report on "TAFE and People with Disabilities" be implemented, to the extent that this has not already occurred, without further delay.
>
> ***126.*** The recommendations of the Working Party on Vocational Services to Young Adults with Disabilities be implemented, to the extent that they are not supplanted by recommendations made in this Report.

### 8.6.1 Vocational and Pre-vocational Training in Adult Day Training Centres

There are a number of ways in which the vocational and pre-vocational training functions of the Adult Day Training Centres can be extended. We take the view that these activities should become a State Training Board responsibility. Staff within Adult Day Training Centres involved in pre-vocational and vocational training should have the opportunity to transfer to the State Training Board to provide specialist support within non-segregated courses and to develop specialist training courses to be offered as supplementary support to people with disabilities participating in mainstream programmes.

Under these proposals, the Adult Day Training Centre functions would be divided between those activities which most properly should transfer to the State Training Board system and those which constitute further education for adults with disabilities and which concentrate on the development of their personal and independent living skills. The latter courses should be offered, as is discussed below, as part of the State system of Further Education, with the Adult Day Training Centres becoming Providers of Further Education.

Accordingly we **Recommend** that:

> ***127.*** The State Training Board and CSV/OIDS negotiate an agreement with representatives of Committees of Management of Adult Day Training Centres for the transfer, by January 1990, of staff engaged in pre-vocational and vocational training in Adult Day Training Centres from those Centres to the State Training Board as part of the development of pre-vocational and vocational training for people with intellectual disabilities within the TAFE College system.
>
> ***128.*** Funding for pre-vocational and vocational training for people with intellectual disabilities, together with appropriate resources, be transferred to the State Training Board as the programme of transfer of responsibilities is implemented.

### 8.6.2 Vocational and Pre-vocational Training for Residents of State Training Centres

There is a specific area of need which we consider has not been addressed to date and that is for adults who are residents of State Training Centres to access pre-vocational and vocational training in the community. At present, adults and children from some Training Centres do attend a variety of day programmes away from the Training Centre. In most cases, however, the main education and training opportunities are provided through Special Schools established on the Training Centre campuses, and operated as segregated primary schools.

There are limited training opportunities offered through on-campus workshops in Training Centres, and some opportunity for Training Centre residents to attend sheltered workshops for vocational training and employment.

We consider that there is a need for Training Centre residents to have the opportunity to learn in community settings, and that special opportunities need to be created for this to occur. For many, an emphasis on vocational training will be appropriate. For others, education and training in independent living skills as well as programmes for personal skills development will be necessary.

The Working Party on Vocational Options for CSV/OIDS Training Centre Residents has made a number of significant proposals relating to vocational training and employment training for residents of State Training Centres, including the use of Slow Workers Permits; the creation of employment opportunities both within and outside Training Centres; access to TAFE College and other programmes; payment of fair wages; and the appointment of Employment Development Officers to assume responsibility for all residents' involvement in vocational services or work.

We support the Working Party's findings as a primary basis for extending vocational and employment services for Training Centre residents, to complement initiatives recommended in this Report aimed at wider access by all people with intellectual disabilities to such services.

To encourage innovation in this area, without undue stress on the resources of established specialist or generic services, we believe that a new Development Programme is needed, which would fund the development of community-based programmes of training in non-segregated settings wherever practical.

The training would be provided by agencies under contract through Funding and Service Agreements. State Training Board and Providers of Further Education would be appropriate recipients of funding under the scheme. Approval of programmes would be based on the curriculum of training offered and the settings and procedures by which training was proposed to be provided. The emphasis would be on sessional training with pre-planned outcomes for clients.

The purpose of the programme is to offer developmental, vocational and related training, in non-segregated settings in the community, for people with intellectual disabilities: currently resident in CSV/OIDS institutions; or currently resident in the community but not accessing Adult Day Training Centres or a similar service; and with severe or profound intellectual disabilities. Funded programmes should have clear, client-oriented developmental outcomes to equip adults to improve their capacity for independent living and to enter employment or other valued daily living opportunities.

We see this as a basis for innovation in the area of adult training and education and therefore as a supplement, rather than an alternative, to the development of mainstream vocational training for people with intellectual disabilities.

Innovative programmes which focus on the training needs of people with severe and profound disabilities should be given preference in funding, with priority in access offered to Training Centre residents and people living in the community without access to current Adult Day Training Centre services.

The above discussion and proposals are intended to highlight the need for a substantial catch-up programme in the area of pre-vocational and vocational training for people with intellectual disabilities. The entire programme of developing and offering people with intellectual disabilities the opportunity to live worthwhile and fulfilling lives as citizens in the community rests far more on equipping them to participate in and undertake worthwhile and personally satisfying daily activities than it does on providing them with homes and with support at home.

Participation in the community for these citizens means leading lives which involve them in the patterns and types of activities which other citizens enjoy. The creation of extensive opportunities for training and personal development, with an emphasis on innovation and creativity among training and service organizations, is, in our view, fundamental to that participation.

Accordingly we **Recommend** that:

> ***129.*** Basic skills development which could support vocational learning be offered through the Further Education system to assist to equip people with intellectual disabilities to enter a training environment.
>
> ***130.*** The Government introduce a new Development Programme to provide financial support for innovative developmental programmes within further education systems.
>
> ***131.*** The management of each TAFE College be fully briefed on their additional and extended responsibilities and assisted by the State Training Board and CSV/OIDS to prepare development and programme plans which enable those responsibilities to be met within the minimum practicable time, utilising, where necessary, funds and resources transferred from Adult Day Training Centres and additional special transitional funding provided through the Development Programme recommended as part of this Plan.

***132.*** The proposals set out in the Report of the Working Party on Vocational Options for Training Centre Residents be adopted as the starting point for involvement of those residents in vocational programmes and employment services which are community-based.

## 8.7 Further Education

The Division of Further Education has overall responsibility for further education for adults in Victoria, and has recently taken a significant share of the responsibilities which formerly comprised the further education role of the TAFE system. Within the further education sector the major agency with a current statutory mission to provide and assist development of adult education throughout Victoria is the Council of Adult Education.

Adult education programmes are available through Providers of Further Education throughout Victoria, and are generally accessible to all adults, although usually involving payment of a class fee.

There is a policy commitment to the life-long nature of learning and to the development of a community-based and community-managed system of education for adults. This policy aligns well with the principle of continuous development of skills and capabilities of people with intellectual disabilities, with learning gained in community settings and community-based educational programmes.

The emphasis in State Training Board programmes is on providing learning opportunities responsive to local needs and parallel or leading to formal accredited programmes. Further Education, however, includes personal development programmes, general interest, hobby and non-accredited skills programmes. Although the primary focus is not formal vocational training or education, Further Education courses do include re-training and other courses useful to people in their employment or career. This may have particular relevance for adults with intellectual disabilities as adult education works flexibly at a range of levels, without pre-requisites or accreditation requirements.

In our view, the Division of Further Education of the Ministry of Education has a major role to play in the education and training of adults with intellectual disabilities. Equally, there is a clear role for the Providers of Further Education to develop courses for adults with intellectual disabilities in independent living skills, social skills training and in related areas of learning which assist people with intellectual disabilities to live successfully in the community and to integrate with, and participate in, further learning.

To the extent that such courses need to be centre-based and segregated or specialised in order to meet the needs of intellectually disabled adults, they provide an educational service not too different from that provided by the Adult Day Training Centres. In our view, the Division of Further Education should be the generic agency responsible for such activities, and should, therefore, ultimately be the agency responsible for all Further Education functions currently undertaken within Adult Day Training Centres.

There will be a need to resolve the issue of provision of specialist integrated support for people with intellectual disabilities undertaking Post-Secondary Education courses, and a transfer of resources from Adult Day Training Centres to TAFE Colleges for this purpose may be necessary. Instructors from within the Adult Day Training Centres may, where appropriate, also transfer to TAFE Colleges, with or without additional training, to serve as specialist teachers/consultants assisting teachers in the preparation and delivery of programmes for students with an intellectual disability.

We believe that the Further Education system also has an important role in the provision of non-accredited courses for people who require either in-service training or general courses relevant to the issue of intellectual disability.

The Division of Further Education would appear to be an appropriate agency to offer courses relevant to intellectual disability for parents, foster parents or adoptive parents, community service workers, Local Government and State Government employees and members of the community at large.

Mainstream teachers may need additional in-service training/induction to sensitize them to the needs of students with an intellectual disability and to train them in appropriate teaching methods. Curriculum Officers, Student Administration Officers, Student Services Officers, and other staff may also need similar induction/in-service courses.

The combined skills of Providers of Further Education and Adult Day Training Centre staff would strengthen the capacity of the Further Education system to offer a wide range of courses in intellectual disability to the community at large in addition to specialised courses for adults with intellectual disabilities.

A transfer of responsibility for Adult Day Training Centres to the Division of Further Education will enable them to be re-designated as Providers of Further Education, with the prospect of them providing services to the general community as well as to adults with intellectual disabilities.

The educational environment created by the transfer would emphasize sessional courses, day and evening, to be attended by adults with intellectual disabilities as necessary. Their programmes would be planned in the context of their General Service Plans and Individual Programme Plans.

Other Providers of Further Education such as the Council for Adult Education would bring to the task of education for intellectually disabled adults state-wide experience in adult education, a developed policy and practice of integration of adults with disabilities and experience in the development and implementation of staff development and adult education programmes and learning materials. There is a network of 48 affiliated local adult education providers (Local Advisory Committees) across the State and a commitment throughout the Further Education system to a diversity of education providers.

CSV/OIDS would have a specialist support role in assisting adults with an intellectual disability to access such courses, and, through the processes of case management and service development and planning, ensuring that the needs of individual adult clients for a full and enhancing programme were met through the Further Education system.

Accordingly we **Recommend** that:

***133.*** CSV/OIDS and the Division of Further Education in the Ministry for Education together with representatives of Adult Day Training Centre Committees of Management, commence negotiations directed at the redevelopment of Adult Day Training Centres as Providers of Further Education, offering courses both for adults with intellectual disabilities and others, in as open and non-segregated a setting as possible.

***134.*** These negotiations be co-ordinated with the recommended negotiations on the transfer of appropriate Adult Day Training Centre pre-vocational and vocational training functions to the State Training Board.

***135.*** Funds be provided in the 1988/89 Budget for a joint Project Team managed by the Further Education Division of the Ministry of Education and including the State Training Board, CSV/OIDS and representatives from Adult Day Training Centres to develop operational guidelines for the transfer of functions from Adult Day Training Centres to the Further Education Division and the State Training Board. This Team to be responsible for guidelines for curriculum development.

***136.*** Staff in Adult Day Training Centres be offered the opportunity to transfer to the appropriate education system, that funding for these staff be transferred from CSV/OIDS to the Ministry for Education and that industrial relations issues be addressed as part of the negotiation of this transfer.

***137.*** Education currently offered through Adult Day Training Centres in activities of daily living, relevant to people's lives and activities in their homes, be provided in their home as part of the function of the Local Residential Service Teams.

***138.*** Committees of Management of Adult Day Training Centres be offered the option of becoming Providers of Further Education as part of the Division of Further Education, or electing to manage residential, employment or other contracted services for people with intellectual disabilities in their communities.

***139.*** The transfer of functions, responsibilities and funding be implemented from 1st January 1990.

# 9. EMPLOYMENT

*The issue of developing employment opportunities and other daily activities for people with intellectual disabilities and assisting them to take up those opportunities in valued and self-fulfilling ways is possibly the major challenge facing Victorians over the next decade.*

*Employment, whether full-time or part-time, offers a basis for people with intellectual disabilities to enjoy one major facet of community life, with all its attendant challenges and pleasures, to learn personal skills, to learn social skills, to make friends and contacts and to earn an income which may supplement and, in time, replace their dependency on pensions. In turn, a measure of economic independence may open up other opportunities for people with intellectual disabilities to lead personally satisfying life styles.*

*The development of real and lasting employment opportunities for people with intellectual disabilities, and the achievement of the personal skills which enable individuals to retain and benefit from those opportunities will not occur overnight, and will not initially create new opportunities for large numbers of people. The reality is that there are few people in Victoria familiar with the task of opening up the labour market to people with intellectual disabilities, and the changes which are required will only come about through a programme of sustained effort and accompanying regulatory, work practice and attitudinal change which takes place over many years.*

## 9.1 Affirmative Action

There have been a number of significant initiatives in Victoria over the past decade, through programmes funded by both the Commonwealth and State Governments, and provided through sheltered workshops, Adult Day Training Centres, a variety of specialist employment support agencies and through CSV/OIDS itself, but the outcomes, as far as can be determined from the statistics available, have been modest.

Insufficient resources have been devoted to this particular aspect of opportunities for people with intellectual disabilities, in part because the models on which programmes have been based have been directed at segregated employment in separate facilities (workshops) and in part because of the lack of trained staff to develop and undertake new types of programmes. General tightness in the labour market has been an additional constraint, as have community attitudes and expectations.

To break out of this situation, a new and radical effort is needed, and one which addresses this entire issue as a major social justice issue, requiring a re-orientation of attitudes and resources. As stated in the Interim Report, the closest parallels are with affirmative action programmes from which women, aborigines and other more articulate groups have benefited substantially over the past decade.

Affirmative action in the workplace for people with intellectual disabilities should become a primary social justice focus for the 1990's.

The evident long term objective for employment programmes for people with intellectual disabilities is to provide them with opportunities for open, competitive employment in situations where they are undertaking meaningful and valued work, earning fair wages and gaining personally from their employment. People with intellectual disabilities have the same rights as others to such opportunities.

It is worth noting in this respect that discrimination in employment against people with intellectual disabilities has been expressly prohibited by Federal Law in the United States since 1973:

> *"The Vocational Rehabilitation Act of 1973 required affirmative action and non-discrimination with respect to persons with developmental disabilities by federal agencies, and by federal contractors. Section 501 of the Act prohibits discrimination by federal agencies against persons with disabilities. Enforced by the Federal Equal Opportunity Commission, this section also requires affirmative action. Section 503 requires non-discrimination and affirmative action by*

> *federal contractors. The Federal Department of Labour conducts compliance reviews and investigates complaints of discrimination based on this section. Section 504 provides that persons with mental or physical disabilities, among others, shall not be subject to discrimination based upon their disabilities under any program or activity that is funded directly by the federal government."*
>
> (California Developmental Disabilities State Plan 1987-1989, State Council on Disabilities, California, 1987)

Victoria's Equal Opportunity Act also prohibits discrimination in the work place on the grounds of a person's impairment, other than :

> *"where the person by reason of his or her impairment would require special services or facilities in order adequately to perform the work involved, and where those facilities and services could not reasonably be made available;*
>
> *where for any other reason the person was unable adequately to carry out the work reasonably required of him or her; or*
>
> *where because of the environment in which the work is conducted, and the nature of a person's impairment, there is likely to be a risk of injury to the person or to other workers."*

The Act does allow, however, the fixing of special terms and conditions under which a person with an impairment may be employed, including wage rates and the provision of special facilities which allow the person to work effectively.

While the application of the Act needs interpretation on a case-by-case basis, it clearly has not been designed to positively encourage the employment of people with intellectual disabilities—there are no affirmative action provisions and the exemptions from discriminatory practices are very wide indeed.

Clearly, the legislative and philosophical basis for integration of people with intellectual disabilities into the workforce is well established in the United States (and elsewhere) and less well established in Australia and in Victoria. The practical reality of providing open employment, with or without support, for people with intellectual disabilities is only beginning to emerge as a possibility in this State.

Not all people with intellectual disabilities may be able to achieve open, competitive. full-time employment—some may require ongoing support in the workplace; some may be capable of part-time but not full-time employment; others may have additional disabilities which handicap them; some may have such severe disabilities that their interests, capabilities and well-being are not best served by seeking to have them involved in work in any traditional sense; and others may simply be of an age where their peers in the rest of the community would be retired.

Nonetheless, the possibility of meaningful and productive daily activity of the types common among the rest of the community should not be ruled out for any person with an intellectual disability. The challenge is to develop support programmes and services and new definitions of work and employment which alter the environment in which people with intellectual disabilities can seek to engage in valued and productive activity in the community.

In particular, there is evidence that the boundaries of what has been considered possible in terms of employment for people with intellectual disabilities have been dramatically expanded by developmental programmes which focus on the development of each individual's skills within an open workplace—with or without support. The expectation is that the dramatic improvements in knowledge and understanding gained in the past decade will increasingly alter perceptions of what might be achievable over the next ten years and more.

Four broad categories of employment need to be considered. These are:

- Open employment—employment for individual clients with on-going support;
- Integrated open employment—work crews or work enclaves with support;
- Competitive open employment—employment for individual clients where support is progressively reduced to zero; and
- Segregated employment in sheltered workshops or similar settings.

It is clear that the development of employment opportunities for people with intellectual disabilities must be addressed as a major process of system-wide change, which has the following elements:

- pre-vocational and vocational training, both on and off the job;
- improved knowledge of and access to employment opportunities;
- improved systems for on and off the job support;
- removal of barriers to employment access;
- removal of disincentives affecting employers;
- public sector initiatives which lead labour market practices;
- training for employers and staff;
- job redefinition and redesign; and
- monitoring, maintenance and re-training systems.

All of these elements are related to the long-term goal of open, integrated employment in normal community settings, with or without support, for people with intellectual disabilities.

## 9.2 Pre-vocational and Vocational Support

In the earlier section of the Report dealing with education, we have made a series of recommendations relating to an increased role for the State Training Board and TAFE Colleges in pre-vocational and vocational training for people with intellectual disabilities, and for the Division of Further Education of the Ministry of Education in skills training of a less formal kind. It is our view that both the organizational and training aspects of pre-vocational and vocational training for people with intellectual disabilities properly belong firmly within the generic services engaging in these activities for other members of the community.

This means that the entire system of work preparation, work experience, traineeship, apprenticeship and related employment preparation practices and procedures needs to be opened up to people with intellectual disabilities, and appropriate support services provided for them to take full advantage of this system.

The State Training Board, the Department of Labour, TAFE Colleges, the Commonwealth Employment Service, post-primary schools, and related labour-market oriented organizations all have a role to play. CSV/OIDS has a clear responsibility to assist these other organizations in meeting the needs of people with intellectual disabilities.

The elements of a pre-vocational and vocational training system which we consider should be available for people with intellectual disabilities would include the following, some of which have been discussed in earlier sections of the Report:

- **transition training**, which commences in post-primary school and assists people with intellectual disabilities to begin the process of acquiring the skills they will need in living independently and participating in post-school training in the community—basic skills acquisition, managing money, travelling independently, using other community services, and learning about essential points of community and social contact.

- **work experience programmes**, both those available to all students and special extended programmes available to people with intellectual disabilities, in which support staff are available, and which provide them during the last two years of post-primary education with work experience and work-related contact. CSV/OIDS and the Commonwealth should provide funds to appropriate community-based organizations to develop work experience programmes for older children and young adults with intellectual disabilities. The Ministry of Education and other State and Local Government agencies should participate in both the provision of work experience programmes and the provision of work experience opportunities.

- **traineeship schemes**, organized through the Commonwealth Employment Service, the Victorian Department of Labour, the State Training Board and TAFE Colleges, with appropriate employers, and designed to provide people with intellectual disabilities with on-the-job training. CSV/OIDS should fund organizations to provide support workers on-the-job to assist people with intellectual disabilities to take full advantage of traineeships. This would involve paying employers the equivalent of a trainer's salary or part thereof, and supporting schemes for training on-the-job trainers.

- **apprenticeship schemes**, organized on a similar basis to traineeships, but also utilising innovative schemes such as the ACTU-Lend-Lease Foundation sponsored Group Apprenticeship Schemes to provide opportunities for people with intellectual disabilities to gain trade skills, again supported where necessary by on-the-job trainers.
- **basic skills training** for adults, provided through the adult education system and TAFE Colleges, designed to continue programmes for independent living skills training and basic vocational and leisure skills training commenced in post-primary school, and intended to reinforce and support adults undergoing pre-vocational and vocational training and in employment.
- **case management**, providing a means of planning, support and co-ordination of opportunities and services on behalf of the individual, and carried out by CSV/OIDS case managers.

Staff in CSV/OIDS Central Office should have the responsibility for negotiating with agencies such as the Commonwealth Employment Service, the State Training Board, the Department of Labour and other relevant organizations to have them develop the means of opening up generic schemes for people with intellectual disabilities, but the actual schemes should be managed by the generic agencies themselves. CSV/OIDS should also have funds available to meet a share of the costs to employers of the training and employment of on-the-job trainers to support people with intellectual disabilities participating in the programmes discussed above.

CSV/OIDS Regional Service planning and development staff should have the responsibility for liaising with specialist and generic agencies in each region to ensure that schemes of the type discussed above are developed, and that people with intellectual disabilities have access to general pre-vocational and vocational schemes operating in each region. In particular, contact with employers and employer organizations, to both make them aware of these schemes and to encourage their participation, will be essential.

Accordingly we **Recommend** that:

*140.* Work experience programmes be available to people with intellectual disabilities during their post-primary education and as part of adult education, utilising both schemes generally available to students and young adults and the unpaid work experience system for people with disabilities developed between the ACTU and the Commonwealth. State and Local Government agencies to participate in the provision of work experience opportunities.

*141.* Young adults with intellectual disabilities have the opportunity to participate in Traineeship Schemes which link employment with training, and CSV/OIDS makes funds available to appropriate agencies to provide support staff for trainees with intellectual disabilities. Discussions be held with the State Training Board and the ACTU-Lend Lease Foundation and other interested agencies to establish a pilot Traineeship Scheme.

*142.* A Group Apprenticeship scheme offering training opportunities for young adults with intellectual disabilities also be established, under the joint auspices of an appropriate CSV/OIDS funded or Commonwealth funded agency such as Worklink, in consultation with the State Training Board and the ACTU-Lend Lease Foundation.

*143.* The principle of on-the-job training linked with post-secondary education be adopted as the basic means of assisting young adults with intellectual disabilities to access employment opportunities. The State Training Board should have the principal responsibility for managing this service, but CSV/OIDS should provide funding to specialised support agencies able to offer on-the-job and in training support to individual clients.

## 9.3 Access to Employment Opportunities

Every effort must be made to promote to employers the benefits and opportunities offered through the creation of employment for people with intellectual disabilities and the schemes of support available both to employers and to clients in employment, to ensure the maximum possible access to employment for people with intellectual disabilities.

At the same time, agencies such as the Commonwealth Employment Service and the Victorian Department of Labour need to be fully aware of the possibilities and needs for employment among people with intellectual disabilities, and should be assisted by CSV/OIDS to promote these with employer organizations.

An affirmative action approach needs to be taken, which emphasizes the rights of people with intellectual disabilities to employment and the services available to support them and their employers.

CSV/OIDS Regional Services staff must liaise closely with the Commonwealth Employment Service, the Department of Labour and employer organizations in each Region to maximize awareness of the employment needs of people with intellectual disabilities and the available support services.

Specialised job support agencies in each Region funded by CSV/OIDS and/or the Commonwealth, should have the capacity to seek out employment opportunities and to inform employers of the availability of employees among their clients. Specific employment promotional and awareness campaigns should be conducted regularly in each Region.

## 9.4 Employment Support

Many people with intellectual disabilities who are participating in training programmes and in employment will need on and off-the-job support. Off-the-job support will be provided by Local Residential Service Teams, through the Further Education system, by other generic agencies and by Case Managers.

On-the-job support, however, needs to be provided either by specialist support services funded for the task, or by staff of the organization providing employment who have been specially trained for that role.

CSV/OIDS should provide funding, to supplement Commonwealth funds wherever possible, to enable specialist job-support agencies to be established in each region, as non-profit corporations, to provide direct, on-the-job support and training for people with intellectual disabilities who are employed either full-time or part-time.

Such agencies would assist in organising pre-vocational and vocational training through the Further Education and State Training Board systems, assisting in job promotion and job searching, providing actual on-the-job and in-training support, and maintaining liaison with employers, CSV/OIDS and other relevant agencies in relation to the client's employment. They would also require the capacity to arrange Commonwealth subsidies for employers under schemes such as the Work Therapy, Jobstart and Slow Workers schemes.

They should be established and funded under Funding and Service Agreements and provided with sufficient funding to employ adequate numbers of full-time and part-time staff skilled in employment support and training.

To supplement this initiative, CSV/OIDS and the State Training Board should support financially schemes which involve employer organizations in training in-house staff to work as on-the-job trainers with people with intellectual disabilities.

The schemes would be intended to equip larger organizations to employ numbers of people with intellectual disabilities within their workforces and to receive on-the-job training without the employer incurring excessive additional expenditure.

Accordingly we **Recommend** that:

> ***144.*** Funding be provided through CSV/OIDS for the establishment and operation of employment support organizations in each Region, as non-profit corporations, to provide work preparation, job search, job support and client monitoring services for people with intellectual disabilities seeking employment;
>
> ***145.*** Existing Adult Day Training Centre employment organizations be eligible for re-establishment as job support agencies under this scheme.
>
> ***146.*** A proportion of the employment support funds be available to finance the training of staff from employer organizations who will become on-the-job trainers for intellectually disabled employees.
>
> ***147.*** CSV/OIDS, the State Training Board, employer organizations and unions consult on the establishment of appropriate training schemes and procedures for the training of on-the-job employment trainers.

## 9.5 Removal of Barriers and Disincentives

There should be no legislative or regulatory barriers to the employment of people with intellectual disabilities, and as few financial disincentives as possible for employer organizations.

The Commonwealth Government, employer and union organizations have agreed to a number of special employment arrangements for people with disabilities generally, notably Slow Worker permits and the Jobstart scheme, which are designed to ensure that employers are not disadvantaged in employing people with disabilities. Full advantage must be taken of such schemes.

CSV/OIDS and the Department of Labour need to ensure that any existing legislative or regulatory barriers affecting the employment of people with intellectual disabilities are identified and removed, and that, if necessary, legislative changes are made which embody affirmative action philosophies and promote the employment of people with intellectual disabilities.

Similarly, the Commonwealth Government should be approached to ensure that its legislation and regulations have a similar affirmative action philosophy, and that, where possible, further changes are made in employment conditions and work practice regulations to facilitate the employment of people with intellectual disabilities.

Accordingly we **Recommend** that:

> ***148.*** CSV/OIDS establishes a joint Working Party with appropriate State, Commonwealth, employer and union organizations to examine legislative and regulatory barriers to the employment of people with intellectual disabilities and recommend ways in which those barriers may be removed and replaced by affirmative action principles.
>
> ***149.*** The Working Party examines financial disincentives to employers of people with intellectual disabilities and recommends programmes to address and remove those disincentives, including the wider application of the Slow Workers Permit and Jobstart schemes.

## 9.6 Public Sector Initiatives

There is considerable scope for public sector agencies to develop and implement progressive employment initiatives which demonstrate and trial new procedures for employing people with intellectual disabilities, including methods of job re-design, equipment re-design, support arrangements, training arrangements and similar activities.

In our view, the Victorian Government has a particular obligation in the context of this Plan to take the lead in such initiatives, and also has considerable scope to do so. Every agency of the Government, including statutory authorities, has a wide range of employment opportunities, many of them field and outdoor physical tasks, which could be adapted to the employment of people with intellectual disabilities.

In an affirmative action environment, it is a responsibility of government to demonstrate its own bona fides, and we believe this should be done as a matter of urgency.

In particular, CSV/OIDS has several opportunities of this type which can be identified, including:

- the employment of people with intellectual disabilities in basic office-related and routine semi-clerical work;
- training skilled artisan staff at CSV/OIDS institutions to becomes on-the-job trainers of people with intellectual disabilities in the maintenance of buildings and grounds, enabling the establishment of work crews based at Training Centres to undertake such works as Training Centre maintenance, CRU maintenance, work at other CSV facilities, contract work in the community and similar tasks;
- vehicle cleaning and maintenance;
- gardening;
- stores and property cleaning; and
- contract maintenance of Adult Day Training Centres.

CSV also has the option of setting aside places in the Youth Guarantee clerical officer programme for young people with intellectual disabilities.

Clearly, State and Local Government organizations have numerous opportunities of this type which need not represent a threat to the employment of existing staff, especially if a clear on-the-job training component for full or part-time employees with intellectual disabilities is introduced.

The cost of training trainers, and the employment costs of intellectually disabled employees can be regarded as a legitimate and justifiable Government contribution to the training and employment of this client group, and can be offset, if necessary, by the application of special employment conditions such as Slow Worker permits which allow the payment of less than award wages, and Jobstart subsidies to offset employer costs.

Accordingly we **Recommend** that:

> ***150.*** The Government introduces programmes of employment for people with intellectual disabilities within Government agencies, as part of an affirmative action programme, involving the training of on-the-job trainers and support staff in each organization and the employment within those organizations of people with intellectual disabilities on specified terms and conditions, utilising, where appropriate, mechanisms such as the Slow Workers scheme.
>
> ***151.*** An initial project under such a programme be the training of CSV/OIDS artisan staff as on-the-job trainers at each Training Centre, to employ people with intellectual disabilities who are resident at the Training Centre or elsewhere in the maintenance of grounds and buildings, the maintenance of Community Residential Units, the maintenance of vehicles, and contract work in the community.
>
> ***152.*** A project be established offering employment for people with intellectual disabilities in appropriate office-based activity within Community Services Victoria.
>
> ***153.*** CSV/OIDS Central and Regional office staff work with other State agencies and with Local Government to develop additional employment opportunities and programmes for people with intellectual disabilities under this general programme of public sector initiatives.
>
> ***154.*** A Report be prepared for the Government within two years on the outcomes of these initiatives.

## 9.7 Segregated Employment

The organization and design of work and work-related service for people with intellectual disabilities in Victoria is largely based on the continuum model, which assumes that people will learn from training and work experiences in essentially specialist, segregated settings, and will "graduate" to more open and less supported work places over time. Successful, open, competitive employment is assumed to be the end point of the continuum.

The development of Activity Centres, Day Training Centres, Sheltered Workshops and Work Preparation Centres has partly been based on their use as elements of a system of work training and work experience intended to equip people with intellectual disabilities to gain skills and experience in a segregated environment prior to moving to workplaces in the community.

Unfortunately, the outcomes of these services have largely been to maintain people within the services once they have been accepted, rather than to support them to move through the service to outside opportunities. The Commonwealth Department of Community Services, Health and Housing has established that, throughout Australia, the likelihood of people successfully moving along the theoretical paths of the continuum model is only 3 percent—that is, only some three individuals in a hundred make that progression each year. There are no accurate data for Victoria of a similar type, but even if the rate were treble that established by the Commonwealth, or around 10 people per hundred each year, the achievement remains minimal.

Sheltered Workshops and vocational/work related extensions of Adult Day Training Centre activities possess additional difficulties which make them difficult to accept as sound models for the future. Most are intended to operate as subsidized businesses, engaging in contracted or internally initiated work for returns which are intended to contribute substantially to their overall operating costs (if not make them fully self-sufficient as business enterprises). The levels of payments to the people who work in such activities are usually minimal, and bear no relationship to real wage structures. Some situations are openly exploitation.

There are conflicts between the business objectives of the workshops and related centres and the training/developmental objectives for the people with intellectual disabilities who work within them. Contractual business obligations must be satisfied, and this can be at the expense of developmental and training objectives for workers.

The simple fact of segregation is also a difficulty, reinforcing as it does the concept that people with intellectual disabilities either cannot or should not take part in everyday activities in an open community setting.

CSV/OIDS should not continue the automatic contribution of funds to segregated work organizations. Instead, these organization should be encouraged to become organizations involved in work preparation in association with the State Training Board and the Further Education system, job search and placement organizations, and job support organizations.

To this end, their services should only be supported on the basis of appropriate Funding and Service Agreements, specifying the kinds of services and outcomes desired in line with the objective of creating open supported employment opportunities for people with intellectual disabilities.

Accordingly we **Recommend** that:

> ***155.*** CSV/OIDS, consistent with the policies of the Commonwealth, supports, encourages and funds sheltered, segregated employment organizations in this State which adapt and amend their services and programmes to provide access to supported open employment for people with intellectual disabilities.

# 10. THE JUSTICE SYSTEM

*Some people with intellectual disabilities, like others, break the law. A small proportion are sentenced to prison. Unfortunately, within the prison system, offenders who have an intellectual disability are among those groups who are frequently vulnerable and at risk of personal abuse and harm. This is a significant issue which is being addressed in a variety of ways within the criminal justice system and between CSV/OIDS and the Office of Corrections. A separate Working Party report is in preparation, and this has been used as a significant input to the discussion below.*

*His Honour Mr Justice Starke has also addressed the matter in his recent Report of the Victorian Sentencing Committee, 1988.*

## 10.1 Key Areas for Service Development

There are several critical areas to be addressed in considering developments within, and relating to, the criminal justice system, affecting people with intellectual disabilities. These are:

- the manner in which police relate to possible offenders at the time of initial police contact and in subsequent circumstances;
- the manner in which alleged offenders who have an intellectual disability are advised with respect to their rights and are supported or assisted during any trial or other legal proceeding;
- the sentencing options available to the Court and the most appropriate option for that offender;
- the availability of services and programmes within the system of community-based corrections appropriate to the particular needs of offenders who have an intellectual disability;
- the services and programmes available within the prison system appropriate to the needs of offenders who have an intellectual disability, including protective services;
- the services available to support offenders transferred from prison to secure residential facilities under Section 21 of the Intellectually Disabled Persons' Services Act 1986;
- the services available for the secure custody and support of offenders with an intellectual disability who are considered unfit to plead and are held in custody at the Governor's pleasure; and
- the responsibility of CSV/OIDS to provide secure custody for non-offenders whose behaviour is considered potentially threatening or dangerous to themselves or to others.

## 10.2 Police Contact

People with intellectual disabilities who are suspected by police of having committed an offence are normally expected to be interviewed by police in the same manner as other suspected offenders, and to be dealt with through the same pre-trial processes—the laying of charges, and the determination by an appropriate Court of action to be taken pre-trial (released on bail, held in custody on remand, or other action).

However, the capacity of people with intellectual disabilities to deal effectively with these processes may be limited, and this may be to their disadvantage in providing both appropriate information to police and in offering appropriate explanations for their actions. There may be communications difficulties, poor understanding of processes, and of questions asked, or a susceptibility to respond in ways designed to please an authority figure rather than to provide accurate information.

CSV/OIDS has addressed these problems in two ways. First, proposals have been made to the Commissioner of Police for amendments to Police Standing Orders to include a requirement that all people suspected of an offence, and also considered to have an intellectual disability, be interviewed in the presence of an appropriate third person. Selected information about the person is also to be provided to CSV/OIDS to enable them either to use that information for the purpose of planning future services or, alternatively, if the alleged offender consents, to offer appropriate assistance.

Second, CSV/OIDS has offered to provide training in intellectual disability for members of the Police, and to establish and maintain regional level contact between CSV/OIDS staff and Police. Training seminars and programmes at the Police Academy are included in these arrangements.

We support these initial necessary steps, and we understand that action to give effect to them is under way. We would propose, however, some additional steps which take account of recommendations made elsewhere in this Report with respect to CSV/OIDS services.

First, if an alleged offender is a registered client of CSV/OIDS (i.e.: has been assessed as eligible for services under the Intellectually Disabled Persons' Services Act 1986 and is registered as a client) then, under our recommendations, he/she will have an appointed CSV/OIDS Case Manager, responsible for assisting that client to obtain services and support.

In our view, in circumstances where a registered client is suspected of an offence, the CSV/OIDS Case Manager has a responsibility to assist the client through any dealings he/she may have with the Police and, subsequently, the Court. That assistance may not directly involve the Case Manager, but may take the form of ensuring that appropriate support services for the client are provided. It may, for example, be most appropriate that the CSV/OIDS Case Manager is the third person present at a Police interview. Certainly, Police should be aware of the case management system, and be provided with the means of inquiring if the suspected offender is a registered client and if he/she has contact with a Case Manager.

One possibility is for CSV/OIDS to provide for clients, on request, a contact card giving the name, address and telephone number of their Case Manager which clients can produce in any circumstances where they may need assistance or representation. Clearly, such assistance must be available on a 24-hour, 7-day week basis.

In circumstances where the suspected offender is not a client of CSV/OIDS, it must be open to the Police to establish this fact in an appropriate way, and, through contact with an appropriate CSV/OIDS staff member, in discussion with the suspected offender, establish if he/she wishes to be provided with an appropriate form of CSV/OIDS service. The Intellectually Disabled Persons' Services Act provides that:

> *"In the case of an emergency a person is entitled to services provided that an assessment of the eligibility of the person for services is undertaken within 14 days of being provided with the service."* (Section 7(4))

It is not unreasonable, from our viewpoint, to consider that contact with the Police with respect to an alleged offence which may lead to some form of Court sentence could be regarded as constituting an emergency for many people with intellectual disabilities, and that they would be entitled by this provision to seek services and support from CSV/OIDS as part of their rights under the Act. While this is a matter for interpretation, we take the view that it is a course which would be appropriate for a person with an intellectual disability, their advisers or the Police, especially where alleged offences are of a serious nature.

This means that Police need to be aware of the rights of an alleged offender to seek support in this way, and to have available contacts with CSV/OIDS who can respond appropriately to any request. For its part, CSV/OIDS needs to have staff available who are in a position to respond and to arrange appropriate support for the alleged offender as well as arrange for the assessment of eligibility for services within 14 days as required under the Act.

Accordingly, we **Recommend** that:

> ***156.*** In addition to implementing proposals already made with respect to Police Standing Orders, Police training and contact between CSV/OIDS and the Victoria Police, CSV/OIDS and the Police consult on the implications of the recommended introduction of a Case Management system within CSV/OIDS for Police dealing with suspected offenders who are registered as clients of CSV/OIDS, with a view to co-operation which maximizes the benefit to the registered client.
>
> ***157.*** CSV/OIDS and the Victoria Police also consult on arrangements considered appropriate where Police have contact with a person considered to have an intellectual disability, but who is not known, or able to be established, as a registered client of CSV/OIDS, but who may be entitled to CSV/OIDS services under the emergency provisions (Section 7(4)) of the Intellectually Disabled Persons' Services Act 1986.

## 10.3 Initial Court Action

Where a suspect is charged with an offence, he/she normally will be charged by police and summonsed, or ordered to appear before a Justice of the Peace, a Magistrate's Court or another Court for determination of an appropriate course of action. This action will normally either involve awaiting a summons to appear in court, or a decision that bail be paid to secure the suspect's release until a hearing is held or a trial date is set. In some cases, the alleged offender will be remanded in custody to await a hearing or a trial.

The CSV/OIDS Working Party concerned with these issues has expressed concern that people with intellectual disabilities who are charged with an offence are less likely than others to be released on bail, especially where they cannot offer the Court evidence of satisfactory accommodation arrangements. A proposal is being considered to provide a special emergency accommodation unit which would include provision for accommodation for eligible people released on bail (not those remanded in custody). The Working Party considered that this would constitute a significant service, but indicated that resources were unavailable for its implementation.

In our view, this proposal needs to be integrated with proposals elsewhere in this Report for emergency respite accommodation and support for people with intellectual disabilities, and to be extended to include the possibility of offering support for people in non-metropolitan areas as well as in Melbourne (on the assumption that the Working Party proposals refer to a Community Residential Unit somewhere in the metropolitan area).

The emergency respite proposals we have put forward involve the development of at least one house in each CSV/OIDS Region, staffed by a Local Residential Service Team and supported by appropriately qualified staff, and available for the short-term support of clients in emergency circumstances. In our view, this service would be appropriate to support people who could be released on bail if accommodation and support were available, on the assumption that more serious offenders would, in any event, be likely to be remanded in custody.

Courts may remand suspects for a variety of reasons—the nature of the alleged offence, their ability to obtain bail, the need for a psychological or psychiatric assessment, or evidence of previous failure to adhere to the conditions of a bail order. Not all will be serious offenders.

CSV/OIDS has a responsibility, in our view, to provide adequate capacity in accommodation and support services to provide support for people with intellectual disabilities who need not be remanded in custody because of the nature of their offence, but may be remanded for other reasons if appropriate support services are not available.

Rather than develop a single, separate Community Residential Unit to meet this need for the State as a whole, the emergency respite system in non-metropolitan areas should be developed so that is has the capacity to meet this particular need as part of its normal function.

Within Melbourne, hostel type accommodation, appropriately staffed, may be suitable for some suspected offenders. For others, secure accommodation where expert assessments may be conducted, will be needed. Services could include use by arrangement with the Health Department Victoria of Wards M5 and M6 at Mont Park, which are secure facilities where assessments may be conducted, the development of remand facilities in a separate secure unit established by CSV/OIDS, establishment of hostel accommodation at a centre such as St Gabriel's at Balwyn, and use of metropolitan emergency respite services. The most appropriate service would depend on the nature of the particular client.

Accordingly we **Recommend** that:

> ***158.*** CSV/OIDS develops the capacity through the emergency respite support services recommended elsewhere in this Report to provide accommodation and support for alleged offenders who are either clients of CSV/OIDS or are eligible to receive services under the emergency provisions of the Act and who would be released on bail if they had appropriate accommodation and support available. This service should not extend to offenders who have been remanded in custody—i.e.: custody should not be defined to include residence in a Community Residential Unit or group home.
>
> ***159.*** Where offenders require secure accommodation while receiving assessments, arrangements be made with the Health Department Victoria for access to Wards M5 and M6 at Mont Park for people with intellectual disabilities, until appropriate remand facilities are established in association with a secure CSV/OIDS unit.

## 10.4 Pre-Trial Action

Alleged offenders are normally involved in pre-trial preparations directed at ensuring that they offer the best available defence against the charges laid and minimizing penalties should a Court determine that a conviction will be made.

People with intellectual disabilities may be at a disadvantage in these circumstances in both making appropriate arrangements for their defence and in articulating their position. CSV/OIDS proposes to offer a support service for people in these circumstances.

The proposed service involves the development of a Justice Plan Report, where a Justice Plan will be drawn up on behalf of a client charged with a criminal offence. The Plan will be modelled on the client's General Service Plan, and will aim to provide the client not only with appropriate legal services but also with a material change in circumstances which can be taken into account by the Court and is aimed at minimizing penalties as well as reducing the likelihood of a recurrence of the offence.

The Plan would also involve interaction between CSV/OIDS and the Office of Corrections, where a client has been remanded in custody, and may result in CSV/OIDS staff appearing as witnesses to establish that services stated in the Plan are in fact available.

We support the concept of the Justice Plan, while noting that people not actually registered with CSV/OIDS may be eligible for support through such a service under the emergency provisions of the Act and the further need that the system be able to be applied in country areas as well as in Melbourne.

However, we believe that the Justice Plan system needs to be extended to encompass a second stage, that of advising the Courts on sentencing options for people with intellectual disabilities convicted of an offence, or judged guilty but not convicted. This issue is discussed later in this chapter, and leads to a recommendation for the development of a Justice Services Advisory Unit within CSV/OIDS.

Accordingly we **Recommend** that:

> ***160.*** CSV/OIDS continues the development of its proposed Justice Plan Report System, but integrates this proposed system within wider Justice Services Advisory activities set out in later recommendations.

## 10.5 Court Proceedings

People charged with an offence are tried either before a magistrate (in the Magistrate's Court) or before a judge and jury (in the County and Supreme Courts) depending on the nature of the offence.

For matters which proceed to trial, however, a person must be judged to be fit to enter a plea of guilty or not guilty, and in order for the person to be convicted, he/she must be judged to have been responsible for his/her actions at the time of the offence.

Sections 393 and 420 of the Crimes Act provide, respectively, that where an accused person is found by a Jury to be unfit to enter a plea in response to a charge arising from an indictable offence (more serious crimes) or where a person is found not guilty on the grounds of insanity, then the Court may either sentence that person to be held in custody "at the Governor's pleasure" or may make an order to enable that person to receive services under the Intellectually Disabled Persons' Services Act or the Mental Health Act.

Part of the difficulty for a Court in making determinations under these sections of the Crimes Act is in receiving appropriate professional advice as to the mental and intellectual state of the person charged both at the time of the offence and before the Court. The Forensic Psychiatrist appointed within the Health Department Victoria has been the only source of independent Court advice on these issues, and, in the absence of advice from CSV/OIDS, has been inappropriately asked for advice on people with intellectual disabilities as well as those with some form of psychiatric illness.

The workload for the Forensic Psychiatrist's office is considerable and there is some concern that people with intellectual disabilities receive insufficient skilled support within the Courts, partly as a consequence of this situation. The Forensic Psychiatrist's office is not the appropriate source of advice to Courts relating to people with intellectual disabilities. CSV/OIDS need to be equipped to undertake assessments of the capabilities of

CSV/OIDS clients in circumstances where they are charged with an offence and have a history of contact with CSV/OIDS which may clearly be relevant to their appearance before the Court.

In our view, there is a need for separate professional advice, from qualified practising psychologists and, possibly, psychiatrists who are specifically skilled in intellectual disability, to be available to the Courts in circumstances where CSV/OIDS clients, or people eligible to be registered clients, appear before the Courts.

We take the view that CSV/OIDS needs to develop a Justice Services Advisory Unit to, among other things, provide such professional advice on behalf of registered clients or people eligible for services, and to co-ordinate and direct all aspects of CSV/OIDS contacts with the criminal justice system throughout the State.

Such a Unit would be involved in setting guidelines for Police and for CSV/OIDS staff on the manner in which suspects and alleged offenders were to be treated within the Criminal Justice system, maintaining a watching brief on individual cases coming before the Courts, providing specialist professional advice to the Courts on an alleged offender's fitness to plead and likely capacity at the time of the offence, advising on sentencing options, and maintaining the capacity to review cases which involve Governor's pleasure determinations to ensure just treatment of people so sentenced as their behaviour and capabilities change.

The Unit would liaise with the CSV/OIDS Case Manager who may be undertaking much of the direct contact with an individual client during a case but would have the authority and the capacity to become directly involved in a case should it consider this to be in the best interests of the client. The Unit would liaise with the Courts through the Court Advisory Service within the Office of Corrections.

It would also liaise with the office of the Forensic Psychiatrist in the Health Department Victoria in determining which offenders were eligible to receive assessments and support from the Unit and which offenders were the responsibility of the Forensic Psychiatrist.

Having this type of Unit within CSV/OIDS would assist in ensuring consistent treatment of people with intellectual disabilities involved with the Criminal Justice system across the State, and in ensuring they received adequate support and just treatment before the Courts.

Accordingly we **Recommend** that:

***161.*** CSV/OIDS establish a Justice Services Advisory Unit within Central Office to :

- develop guidelines for Police and for CSV/OIDS staff relating to the treatment of suspects and alleged offenders who are clients of CSV/OIDS or may be eligible to be clients under the provisions of the Intellectually Disabled Persons' Services Act 1986;
- co-ordinate actions and involvement by CSV/OIDS staff on behalf of clients or eligible persons suspected of, or charged with, an offence and provide specialist support and advice to those staff;
- co-ordinate the preparation of Justice Plans, for suspects and alleged offenders eligible for services, and ensure consistency of content for such Plans;
- provide specialist advice to Courts on the capacity to plead of individual offenders and on their capacity at the time of the offence, and on any other matters relevant to the determinations of Courts with respect to individual offenders;
- provide specialist advice to Courts, in conjunction with the Office of Corrections Court Advisory Service, on sentencing options for eligible persons who are judged guilty of an offence or are judged not guilty but may be subject to Court orders, with the object of utilising and developing a continuum of sentencing possibilities for offenders within the Corrections system and within specialist CSV/OIDS support services;
- maintain a watching brief on sentenced clients to ensure that their rights are adequately protected during the period of their sentence and that appropriate arrangements are made for their future by other elements of the CSV/OIDS service system once their sentence is complete.

***162.*** The Unit be staffed with appropriately qualified professionals in the field of intellectual disability, who also have skills relevant to their responsibility for dealing with the Criminal Justice system and a capacity to establish standing with the Courts, and by experienced legal staff.

## 10.6 CSV/OIDS Responsibility for Security Residents

Section 21 of the Intellectually Disabled Persons' Services Act 1986 provides for offenders to be transferred, by the Minister administering the Office of Corrections, from the prison system to an appropriate CSV/OIDS residential institution as security residents, where that person is a convicted offender, is eligible for services under the Act, and where the consent of the Director-General is obtained. Section 21 also provides that prisoners on remand may be transferred to a residential institution.

The intent of the Section is essentially to ensure that a person with an intellectual disability who is a convicted offender is held in circumstances where he/she is subject to the least possible physical, mental or emotional risk and benefits from appropriate support services and programmes. The assumption underlying the existence of this section of the Act is that the generic prison system is poorly equipped to support offenders with significant intellectual disabilities and accordingly, that they are better off in a facility managed by CSV/OIDS.

As a matter of principle, we support the view that has been presented on this issue by CSV/OIDS, that the Office of Corrections has a clear responsibility to have the capacity within the mainstream prison system to provide appropriate support services and programmes to prisoners who have an intellectual disability. CSV/OIDS can, and should, second staff to the Office of Corrections to assist with the provision of training in intellectual disability for Office of Corrections prison staff.

However, we also recognize that there are some prisoners with intellectual disabilities who are, and will remain, highly vulnerable within the prison system and for whom the Office of Corrections cannot readily guarantee adequate protection and support. Section 21 is designed to provide an alternative for these prisoners. Our discussions with the Office of Corrections suggest that there may be some 20 people in the prison system at any one time who might be regarded as appropriate for Section 21 transfers—even if only for short periods of time—as provided for in the Act.

The practical application of Section 21 means that, unless adequate provision can be made within a special unit in the prison system, CSV/OIDS must have its own separate security unit—something which the Department has sought to avoid. As discussed below, the need for either a special unit within a prison or a separate security unit arises from several sources, not simply Section 21, and in our view its provision is essential.

The Working Party of CSV/OIDS which considered this issue also reached the conclusion that improved facilities and services within the prison system would be the most suitable option for the management and support of prisoners with intellectual disabilities, but that, if this option were not available, a separate secure facility should be established.

As stated earlier, Sections 393 and 420 of the Crimes Act provide, respectively, that where an accused person is found by a Jury to be unfit to enter a plea in response to a charge arising from an indictable offence or where a person is found not guilty on the grounds of insanity, then the Court may either sentence that person to be held in custody "at the Governor's pleasure" or may make an order to enable that person to receive services under the Intellectually Disabled Persons' Services Act or the Mental Health Act.

A Committee chaired by His Honour Mr Justice Starke has recently reviewed the implications of these sections of the Crimes Act, among other things, and addressed the issue of the detention of mentally ill and intellectually disabled offenders. Among the Committee's many findings and recommendations are a number of particular issues which need to be addressed in this Report, in terms of the redevelopment of services.

First, the Committee has recommended that the concept of "Governor's pleasure" be abolished and replaced by a system of Court orders which provide for the following:

- an order under which the proceeding is adjourned and the offender is admitted to, and detained in, a residential institution as a security resident to enable diagnosis, prognosis, assessment and treatment during the period of adjournment;
- an order that the person be discharged;

- an order that the person be discharged on the condition that he or she undergo treatment as specified in the order; or
- an order under which the person is admitted to, and detained in, a residential institution as a security resident until the Adult Parole Board orders that he or she be discharged from there.

The Committee has also recommended that:

- any person who is ordered to be detained until the Adult Parole Board orders that he or she be released must have that continued detention reviewed at intervals not exceeding twelve months;
- the relevant chief administrator (in the case of people with intellectual disabilities, the Director-General of Community Services Victoria) must, at least once in each year and when required by the Board, give a report concerning each person ordered by the Court to be detained in a residential institution.
- the Parole Board have the power to discharge offenders at any time, with or without conditions, and to revoke such discharge orders or conditions;
- where conditions requiring supervision of the offender are imposed by the Adult Parole Board, the Board may require the Director General of CSV to assign an officer to provide such supervision; and
- provisions be made for appeals against determinations of the Parole Board on matters of law and with the assistance of the Public Advocate.

There are several implications of these and other recommendations of the Committee which are of relevance.

The concept of illness, and the accompanying philosophy of treatment for people with intellectual disabilities which is present in the Committee's report is, in our view, quite inappropriate in developing views about the status, rights and proper courses of actions for Courts in dealing with offenders who have an intellectual disability. Clearly, Mr Justice Starke's Committee received inadequate briefing on the nature of intellectual disability and on current approaches to providing services and support to people with intellectual disabilities.

Be this as it may, we would not then go on to say that all of the Committee's recommendations were inappropriate. If the concepts of "support, education and programmes" were substituted for "treatment" in the Committee's recommendations, and the phrase "offender with an intellectual disability" were substituted for the phrase "patient", then most of what the Committee recommends would appear to us to be appropriate.

Given that assessment, the outcomes of the Committee's findings and recommendations which are pertinent to this report are as follows:

- The Director-General of CSV would be required to provide secure residential accommodation and/or appropriate supporting services to people sentenced under the legislative provisions proposed by the Committee; and
- The Director-General would have an increased responsibility for liaison with, and advice to, the Courts and to the Adult Parole Board with respect to offenders sentenced under the recommended legislative provisions.

In addition, with respect to offenders considered unfit to plead, (Section 393) the Committee's recommendations provide for a Magistrates Court Order that the person be detained as a security resident in a residential institution.

Further, the Committee recommends the wider use of Section 20 of the Intellectually Disabled Persons' Services Act enabling Courts to discharge offenders on the condition that they receive services under an individual programme plan as specified in that Section (see further discussion below). While the Committee's reference to Section 20 is made in the context of a discussion of the treatment of intellectually disabled people after conviction, we consider that it could also have been relevant to the Courts' decisions about people considered unfit to plead or not responsible at the time of the offence.

The fundamental difficulties in the Committee's recommendations with regard to the system of orders which provide for offenders to be detained as security residents in residential institutions for people with intellectual disabilities are:

- First, it is in our view unreasonable that offenders, especially serious offenders involved in crimes against the person, should live in residential settings which are the home base for every day life for non-offenders, even if these are State institutions;

- Second, CSV/OIDS is not an organization currently equipped to provide effective security services which would guarantee that an offender, detained in this way, would not be placed in circumstances where a recurrence of any offence was likely. It should be clearly understood that offenders who, apart from their intellectual disability, would be likely to incur imprisonment as a penalty for a crime, are likely to be people for whom at least medium security provisions in a prison system would normally be appropriate.
- Third, the effect of detaining offenders within residential institutions in this way is likely to be to stigmatize others who live in those institutions and must, for the time being, regard them as their home.

Our response to these concerns, and to issues discussed earlier with reference to Section 21 of the Intellectually Disabled Persons' Services Act, is to take the view that, in the absence of an appropriate alternative, CSV/OIDS must establish and manage a separate secure residential facility which is solely devoted to the detention and support of people who are subject to Court orders under Sections 393 and 420 of the Crimes Act or are subject to transfer from the prison system under Section 21 of the IDPS Act.

This is not a view taken lightly, but rather one taken in response to both existing and proposed legislative provisions which impose specific responsibilities on the Director-General to provide a better alternative for people with intellectual disabilities who are offenders or alleged offenders than is possible within the generic prison system.

Any special facility would, in our view, be small (with capacity for not more than 20 people at any one time) and could not be regarded as an alternative to improved support services for intellectually disabled offenders within the generic prison system. Additionally, it must be seen solely as a facility available to the Courts for the effective implementation of Sections 393 and 420 of the Crimes Act and available to the Minister of Corrections with the agreement of the Director-General for effective implementation of Section 21 of the Intellectually Disabled Person's Service Act, **and for no other purpose**.

Any separate CSV/OIDS unit outside the prison system should be separate from any other residential function provided by CSV/OIDS and should provide an appropriate measure of security.

The actual provision of security services at a separate facility should be a responsibility of the Office of Corrections. Other services and programmes within the security unit should be a responsibility of CSV/OIDS specialist staff.

There appear to be three basic options for establishing the required facility. First, a new facility could be constructed in the vicinity of one or other of Victoria's new prisons—the Barwon Regional Prison or the Loddon Regional Prison. This would have the advantage of a capability to draw on skilled custodial staff from the larger facilities.

If a separate, special CSV/OIDS, facility is a preferred alternative, we have concluded that either the redevelopment of Sandhurst Training Centre at Bendigo or the development of a new facility on a metropolitan site would offer the best choices.

Establishing a facility, on a metropolitan site, would involve either the redevelopment of part of an existing CSV/OIDS residential institution, (Janefield or Kew) or the selection of a currently undeveloped site.

Accordingly, we **Recommend** that:

> ***163.*** CSV/OIDS and the Office of Corrections consult further to agree formally on a programme of staff secondments, support services and training which will improve the capacity of the prison system to provide appropriate services, support and protection for prisoners who have an intellectual disability.
>
> ***164.*** A special secure unit be established adjacent to either Loddon Regional Prison or Barwon Regional Prison to provide accommodation, support services and programmes for offenders sentenced under Court orders under Sections 393 and 420 of the Crimes Act, and for a maximum of 20 offenders transferred from prison under Section 21 of the Intellectually Disabled Persons' Services Act.
>
> ***165.*** Custodial services for the special security unit be provided by the Office of Corrections and programme and support services staff be provided by CSV/OIDS, with both agencies co-operating in the design of the unit.

*166.* In the event that this option is unacceptable, CSV/OIDS develop a separate facility by one of the following means:

- appropriate redevelopment of Sandhurst Training Centre at Bendigo;
- appropriate redevelopment of a portion of the sites of either Janefield or Kew;
- development on a greenfields site.

*167.* The facility be planned, developed and managed to provide separate accommodation and programmes for different categories of residents, as appropriate.

*168.* The Justice Services Advisory Unit recommended elsewhere in this Report have responsibility for all matters arising from the Director-General's obligations under the Intellectually Disabled Persons' Services Act, the Crimes Act as it stands or as it is proposed to be amended, and especially with regard to the admission, discharge and reporting requirements relating to offenders proposed to be placed in the charge of the Director-General by the Courts or the Minister for Corrections.

## 10.7 Sentences under Section 20 of the Intellectually Disabled Persons' Services Act 1986

Where a Court finds a person guilty of an offence, there is normally a wide choice of possible penalties which may be imposed. These include:

- discharge without penalty;
- imposition of fines;
- bonds, such as good behaviour bonds;
- a period of probation;
- community-based orders, managed through Community Corrections Centres;
- a suspended sentence of imprisonment;
- a term of imprisonment to be served;
- confinement to a Youth Training Centre (young offenders); and
- combinations of, and variations on, the above.

Courts normally seek to impose sentences which are appropriate to the offence and to the character and circumstances of the offender. The Office of Corrections provides a Court Advisory Service which assists Courts in assessing each offender's circumstances and offers advice on sentencing options for Courts to consider.

In the case of offenders who have an intellectual disability, the Court has available all the above sentencing options, but also has an additional choice, provided under Section 20 of the Intellectually Disabled Persons' Services Act 1986, which states the following:

> *"Where on the trial of a person for a criminal offence—*
>
> *(a) the person is convicted, and (b) the court has received a declaration of eligibility and an individual programme plan from the Director General,*
>
> *the court may, in addition to any other powers it has with respect to the sentencing of offenders, discharge the person on condition that the person receives the services specified in the individual programme plan."*

The exercise of this option pre-supposes that the Court, or the offender, has sought from the Director-General an assessment of eligibility for services and the preparation of a General Service Plan and an Individual Programme Plan. In the future, most registered clients of CSV/OIDS will have prepared for them General Service Plans and Individual Programme Plans, but there is a clear expectation in the Act that separate and particular Individual Programme Plans would need to be prepared which relate to the outcome of an offence being committed and a Court determining that the alleged offender is guilty.

Should an offender utilise the emergency provisions of the Act (Section 7(4)) to obtain CSV/OIDS services, clearly there will be a need for a General Service Plan and Individual Programme Plans to be prepared following the assessment of eligibility for services provided under that Section and a determination that the person is eligible for services.

In our view, emerging Court practice is to seek to avoid imprisonment of offenders where other sentencing options are available and where appropriate support services and supervision can be provided. It is likely that the Courts will seek to make increasing use of Section 20 of the Intellectually Disabled Persons' Services Act as a sentencing option, provided CSV/OIDS can guarantee the Courts that the appropriate kinds of services to enable the Courts to utilise that Section with confidence are in fact available.

A particular issue arises with accommodation, in that Courts tend to sentence to imprisonment people who have been found guilty of an offence and cannot demonstrate that they have adequate accommodation arrangements which would provide a base from which they could reasonably be expected to fulfil the terms of a community-based order, either of community service or attendance at a centre managed by the Office of Corrections. This is the same issue as arises with alleged offenders appearing before a Justice of the Peace on an application for bail.

In our view, CSV/OIDS has a responsibility under Section 20 of the Act and elsewhere to ensure the availability of accommodation as part of the range of services it may provide to support offenders who would most appropriately be sentenced under Section 20. To not do so, in our view, is likely to result in people with intellectual disabilities being unnecessarily imprisoned. We are not referring here to offenders who may be judged to be in any sense a danger to themselves or to the community—these are a separate group who are discussed elsewhere—but to people who can appropriately fulfil their sentence in the community.

Preferably, people with intellectual disabilities who are faced with a Court sentence utilising Section 20 would remain living where they had been living prior to the offence being committed. If, however, such arrangements are not satisfactory to the Courts, CSV/OIDS should be in a position to offer alternatives.

The alternatives could range from accommodation in housing being managed by a community organization through to special accommodation managed and provided by CSV/OIDS. The principal issue surrounding the choice of accommodation type is likely to be the need, depending on the nature of the offence committed and the character of the offender, to not have offenders living with others—especially if the offences relate to crimes against the person or significant property crimes.

Separate hostel-type accommodation for a small group of people on a short-term basis appears to us to be the most appropriate solution for offenders who are sentenced and warrant separation from others and supervision while fulfilling community service orders, and who require appropriate accommodation to the satisfaction of a Court in order to avoid imprisonment.

There are other significant issues surrounding Section 20 and its implementation, not the least being the implied supervisory responsibility which the Section imposes on CSV/OIDS if an offender is sentenced utilising this section of the Act.

It is not stated that the Director-General is responsible for the offender meeting the terms of any order under Section 20, and there are no penalties specified for a failure on the part of the offender to satisfy the order or a failure on the part of CSV/OIDS or others to provide the services specified in the order. These matters will require clarification on a case-by-case basis, but the principles will need to be explored and enunciated by the Justice Services Advisory Unit recommended earlier.

To further support the use of Section 20, CSV/OIDS has been working with the Office of Corrections to develop alternative forms of Community-Based Orders appropriate for offenders with an intellectual disability who cannot satisfy the requirements of standard Community-Based Orders, and is also committed to providing training in intellectual disability for Community Corrections staff throughout the State.

Accordingly we **Recommend** that:

> ***169.*** CSV/OIDS, in co-operation with the Office of Corrections, continues the development of support services enabling the maximum appropriate use of Section 20 of the Intellectually Disabled Persons' Services Act by the Courts in sentencing offenders with an intellectual disability.

*170.* In particular, through the emergency respite service recommended elsewhere in this Report, CSV/OIDS provides short-term accommodation for persons eligible to be sentenced under the provisions of Section 20, where the lack of any alternative accommodation arrangements acceptable to the Court would lead to that person being sentenced to imprisonment.

*171.* Should the nature of the offences involved be such as to make a form of segregated accommodation for offenders sentenced under Section 20 appropriate, CSV/OIDS provides short-term hostel-type accommodation for such offenders, within Melbourne, utilising an existing property such as St Gabriel's Training Centre for this purpose. The hostel may also be utilised for people with intellectual disabilities coming into contact with Police in their community policing role;

*172.* Any accommodation provided by CSV/OIDS as a service in response to Section 20 of the Act be for short-term use only while longer-term arrangements acceptable to the Court in each individual case are made, and are approved by the Court. The short-term nature of the accommodation, and the steps to be taken to deal with the longer-term accommodation needs of offenders sentenced under Section 20, be acknowledged in any order arising under that Section in a Court.

*173.* The Justice Services Advisory Unit recommended elsewhere in this Report takes responsibility for ensuring the consistent and effective application of Section 20 through its recommended role in providing advice to Courts and in co-ordinating CSV/OIDS responses to Court determinations.

## 10.8 The Issue of Victims

People with intellectual disabilities are also victims of crime, and are frequently at a disadvantage in knowing how to respond to such situations and to exercise their rights.

The Police are normally an early point of contact for people in such circumstances, and it is fundamental to the rights and well-being of people who have intellectual disabilities that the Police deal carefully and with appropriate understanding with their complaint or problem. For their part, the Police need to know where and how to obtain appropriate specialist support in circumstances where their own knowledge and skills may not be sufficient.

With the introduction of a case management system as recommended elsewhere in this Report, registered CSV/OIDS clients will normally have a point of contact with CSV/OIDS to assist them in referrals to appropriate generic services in the community who can act with and for them to meet their needs. Police also will need to be aware of this system.

Under Section 7(4) of the Intellectually Disabled Persons' Services Act people who are not registered clients of CSV/OIDS will also, in an emergency, be entitled to receive support services from CSV/OIDS, and generally, we would expect this to take the form of immediate assistance and subsequent referral to an appropriate generic agency.

The Justice Services Advisory Unit recommended above should develop and disseminate guidelines to CSV/OIDS staff, to Police and to generic services on how best to assist people with intellectual disabilities who are victims of crime.

Accordingly we **Recommend** that:

*174.* CSV/OIDS, through the Justice Services Advisory Unit, develops and disseminates guidelines for CVS/OIDS staff, Police and generic agencies on how best to assist people with intellectual disabilities who are victims of crime.

*175.* CSV/OIDS staff ensure that assistance to victims who have an intellectual disability forms part of any programme of training in intellectual disability offered to Police.

# 11. BEHAVIOUR AND PSYCHIATRIC SERVICES

*The provision of appropriate support services for people with intellectual disabilities who also have difficult or challenging behaviour patterns, which may represent a substantial threat to themselves or to others, is a matter of great sensitivity and concern. Not only must those services and support arrangements be designed to address the behaviour of the individual but also they must be provided in a manner and in environments which offer responsible protection to other citizens, but without unduly limiting the freedom of the individual concerned. The principle of the least restrictive alternative must be applied here as in other circumstances.*

## 11.1 Client Groups

There are four broad groups of people with difficult social behaviours relevant to this discussion:

- those who have self-abusive behaviour patterns (people who bite or scratch themselves, bang their heads, pull out hair or otherwise harm themselves);
- those who exhibit excessive, aggressive, attention-getting behaviour (people who scream, throw tantrums, break furniture, fight, or otherwise aggressively demand attention);
- those whose behaviour is regarded as anti-social (people who assault others, steal things, expose themselves or otherwise offend socially—and who may be offenders against the law); and
- those who have psychiatric problems as well as an intellectual disability (people who suffer hallucinations, depression, or have other psychiatric disorders).

The needs of these four groups are likely to be different, just as the needs of individuals within each group will differ, but it is clear that, in each case, specialised programme planning and ongoing intensive attention and support is necessary if the patterns of behaviour exhibited are to be modified and ameliorated.

The planning of specialised services for each group involves consideration of the clinical needs, the day programme requirements, the staff support and the most appropriate forms of accommodation. In addition, a system must exist which allows for assessments to be made about each client's capabilities and progress to ensure that the services and support which are provided remain appropriate over time.

## 11.2 Assessment and Programme Planning for Clients with Behavioural Difficulties

Essential to the development of effective behavioural services to support CSV/OIDS clients is a capacity for multi-disciplinary assessment and programme planning for individual clients.

Assessment involving the skills of relevant professionals (psychologists, paramedical staff, sessional psychiatrists if necessary) should lead to a proper determination of the behavioural problems to be addressed in each case and to the development of both a General Service Plan and Individual Programme Plans which set out action to be taken by trained staff to assist the client.

The programme plans need to address in detail not only the types of services required but also the pattern of daily activity to be introduced and followed for each client, including activity which involves changes of environment and opportunities to observe and learn positive social behaviour patterns.

In the proposed future structure of the CSV/OIDS Regional Services, this process of assessment and programme planning would be led by the Case Manager for the client, with appropriate inputs from the Specialist Support Team and sessional professionals. The intensity of the planning task and the frequency with which plans are reviewed and revised, would depend on the needs and circumstances of each individual client but, for the clients being considered in this section of the Report, would focus on the primary objective of behaviour change, together with normal developmental objectives.

Experienced, senior, professionals either employed in CSV/OIDS Central Office or engaged on a contracted sessional basis should be available to provide appropriate consultative services to CSV/OIDS Regional Services in circumstances where the required specialist inputs are not available locally.

The staff of Local Residential Service Teams should also include people specially trained in dealing with the management of challenging social behaviour, and these staff should be fully involved in the preparation of Individual Programme Plans for each client and in the interpretation and application of General Service Plans, if not directly in their development.

Where residential support for children with challenging behaviour is provided by the natural family, adoptive parents, foster parents or supplementary families, then these people should also be trained and supported in the provision of programmes aimed at behaviour change, under the guidance of professionals from the Local Residential Service Teams and others within CSV/OIDS Regional Services.

In addition, there appears to be a need for a specialist Behaviour Management Unit based at one centre which addresses the behaviour of people who have been institutional residents for long periods of time and who need special assistance prior to any move to community-based accommodation.

Such a Unit should be staffed by behavioural psychologists supported, if need be, by skilled professionals from external tertiary institutions such as Latrobe University, and should be planned to operate over the next five to seven years while institutional residents are relocating to community-based services.

Moorakyne Hostel at Kew would provide appropriate accommodation for people receiving services from this Unit. It would provide limited short-term accommodation for clients entering the programmes and would assist Regional Services by providing specialist support for clients in the community.

The objective should be to provide co-ordinated, planned and highly skilled services and support which are addressed directly to the needs of each individual client and are provided in environments which are not only similar to those in which the client normally resides but which recognize the clients' planned daily programmes of activity.

Intensive support in each setting where the client is living and learning, including leisure and recreational activity, will be necessary to provide effective behaviour management services.

Accordingly we **Recommend** that:

> ***176.*** Interdisciplinary Assessment Teams in each Region, led by a client's Case Manager, be given the responsibility for preparing General Service Plans and approving and reviewing Individual Programme Plans for clients who have difficult behaviours. These Plans to be reviewed and amended as frequently as is necessary to serve the best interests of the client.
>
> ***177.*** Local Residential Service Teams be assigned responsibility for implementing behaviour management programmes for clients they support, and for employing appropriate specialist skilled staff to enable them to meet that responsibility. Design and monitoring of these programmes be the responsibility of a qualified specialist from the Specialist Client Support Services Team or a sessional psychologist.
>
> ***178.*** Where clients with behaviour problems are living with their natural family; are adopted; are living with foster parents; or are supported by supplementary families, those people responsible for their direct support receive appropriate training in behaviour management techniques and be assisted by the Local Residential Service Teams and CSV/OIDS Regional Services to implement programmes of activity planned for the client.
>
> ***179.*** Appropriate professional staff be available, on a sessional consultancy basis if necessary, to advise CSV/OIDS Regional Services, Local Residential Service Teams and others on the support and programme needs of individual clients, and to design and monitor behaviour management programmes.
>
> ***180.*** A specialist Behaviour Management Unit be established, staffed by behavioural psychologists and appropriately skilled direct service staff, at Moorakyne Hostel, Kew, to assist long-term institutional residents who will be moving to community-based

accommodation and services and who have behavioural problems. The Unit to offer both in-house services and specialist support to people living in the community.

***181.*** The Unit assist people to change their behaviour in ways which enable them to function effectively in the community, with appropriate support, and operate over the next five to seven years while institutional residents are relocating to community-based accommodation and services. A review of its activities be conducted within five years.

## 11.3 Accommodation for Clients with Behavioural Difficulties

The setting in which each client with specific behaviour difficulties lives needs to be determined as part of the process of individual programme planning, and must accord with the principle of the least restrictive alternative.

For children, the most appropriate setting is with their natural family, with intensive support provided in the manner discussed above. Where this is judged, by the natural parents and CSV/OIDS staff, to be inappropriate from the viewpoint of both the family and the child, other alternatives available for children will need to be fully explored. These include:

- supplementary family support, where members of another recruited household assist the natural family in the care of their child, and both families are specially trained in the implementation of planned behaviour management programmes;
- foster care, again with carefully selected and trained foster parents, and with on-going support provided by CSV/OIDS staff;
- adoption, with similar training and support; and
- accommodation and support in a staffed group home for children, managed by a Local Residential Service Team either staffed directly by CSV/OIDS or by a contracted service provider, and with skilled staff available to provide the support and services necessary for that child.

Institutional placements will not be available for children.

For adults, the choice of accommodation again needs to be determined in the context of their General Service Plan and Individual Programme Plans.

For most clients, whose behaviour is not judged to be a threat to others in the community, living in the community is the preferred accommodation option, given the process of assessment and planning described above and the availability of skilled service providers to support and assist those clients at the level considered necessary and in their best interests. In many cases, residence in the community will, as a factor in its own right, assist the process of behaviour improvement.

CSV/OIDS Regional staff responsible for Service Planning and Development will have the task of assessing the need for skilled professional service providers to assist in behaviour management programmes for clients and of ensuring that those services are available and are provided. In terms of accommodation and support, the choices include:

- recruitment of individual families or people to provide in-home one-to-one support and programme implementation, on the basis of a Funding and Services Agreement, for individual adult clients;
- contracted or directly employed Local Residential Service Teams providing intensive support and programme implementation for small numbers of clients in group homes, or in homes clients or their families own;
- services and support provided to the client through generic services such as Attendant Care, with specialist programme and service input from Local Residential Service Teams or other CSV/OIDS specialist staff;

In each case, training and programme planning should be provided through CSV/OIDS to ensure that the appropriate level of programme implementation and client support is maintained. Case Managers will have a particular responsibility to maintain regular contact with clients and their service providers and ensure regular and frequent reviews of programmes as the client's experiences, needs and behaviour change.

For the very small number of clients who exhibit anti-social behaviour which may be assessed as threatening or dangerous to others, additional special services may be needed. However, several factors need careful consideration in determining what such services should be and how they should be provided.

First, the process of assessment and determination of the nature of any threat or danger must be sensitive to the rights of the individual client; objective; professional; and able to be reviewed. The Intellectually Disabled Persons' Services Act 1986 provides, in Section 18, that:

> *"(1) A person may be admitted to a residential institution if the Director-General is satisfied that the person is an eligible person who requires services which can be provided by admission to a residential institution and that:*
>
> *(a) admission to a residential institution provides the best possible choice of services for enhancing the person's independence and self-sufficiency and is least likely to produce regression, loss of skills or other harm to that person; or (b) admission to a residential institution is the alternative which in the circumstances is the least restrictive of the person's freedom of decision and action; or (c) unless the person is admitted to a residential institution the person or persons with whom he or she resides will suffer serious physical or emotional harm.*
>
> *(2) An admission to a residential institution is to be for such period not exceeding 12 months as the Director-General considers appropriate.*
>
> *(3) Sub-section (2) does not prevent the re-admission of an eligible person to a residential institution as often as is necessary.*
>
> *(4) Sub-section (2) does not apply to persons who are resident in residential institutions at the commencement of this section."*

In our view, admissions to a residential institution which arise from consideration of the social behaviour of a client which is regarded as threatening or dangerous should only be made by the Director-General upon receipt of a report from the Intellectual Disability Review Panel. There may be circumstances in which waiting for such a report is impractical but, as a matter of general practice, we believe the Director-General should utilise his/her power under Section 28 of the Act to refer such clients to the Review Panel for a report on the most appropriate course of action to follow.

In any event, the Review Panel has the power, on application by a client, to review a decision of the Director-General, and again we consider that it should be adopted as general practice that the Director-General seeks a report from the Review Panel prior to re-admitting any person to a residential institution after they have resided there for the maximum period of twelve months.

It is widely accepted that, unless appropriate support services and programmes are provided for people with difficult behaviour within a residential institution, and unless the environment actively enhances the acquisition of positive social behaviour patterns, their time spent in such an institution can serve to reinforce such behaviour and possibly make it worse.

This makes it fundamental that, in order to satisfy the requirements of Section 18 of the Act, the Director-General ensures that there is, within one institution at least, a specialist group of staff whose particular role is to work with people with difficult behaviours admitted as discussed above, to ensure that their time in the institution achieves positive outcomes—i.e.: that their behaviour is ameliorated and not reinforced, and that acceptable behaviours are acquired and strengthened.

This suggests to us the need for a specialised facility with appropriately trained and experienced staff. In practical terms, the facility will also need secure accommodation for some, if not all, clients for some periods of time.

It is very apparent that people in these circumstances **must not** be living in the same facility as security residents who are also offenders. Separate provision must be made.

We do not see it as either necessary or desirable to maintain a system of secure units in **each** Training Centre, nor to regard the existence of a special unit and a specialist team as the means by which all behavioural problems are managed.

One residential unit at Colanda Training Centre, Colac, was designed to provide varying levels of secure accommodation and is the most modern among those provided in all CSV/OIDS' residential institutions.

The capacity at Colanda to offer varying forms of accommodation and varying degrees of security for residents provides an opportunity, we believe, to introduce flexible and least restrictive programmes for people with threatening behaviours, with the capacity to assist them to move between environments within the Training Centre as their needs and programmes change.

The supplementary facilities at Colanda can also be utilised more fully to assist in the development and implementation of effective programmes and services for this group of clients.

We consider that Eagle Unit at Colanda offers the best available means of providing accommodation which will satisfy the requirements of Section 18 and that it should therefore be utilised for the purpose of accommodating people, admitted to a residential institution because of their behaviour, under Section 18 of the Act.

This facility should be concerned with providing support for people with intellectual disabilities whose behaviour is related to their disability and not people whose behaviour arises from a psychiatric illness either independent from, or associated with, their disability. Particular provisions for people who have an intellectual disability and also are suffering from some form of psychiatric illness at some stage of their lives are discussed in a later section.

Accordingly we **Recommend** that:

> ***182.*** Where secure accommodation is required for clients who have behavioural problems, this be provided at Eagle Unit at Colanda Training Centre, Colac.
>
> ***183.*** An appropriate specialist team be established at Colanda with the skills necessary to work with people with significant behavioural problems which are socially threatening;
>
> ***184.*** A review of facilities at Colanda be conducted and a plan prepared for any necessary changes or improvements to ensure that it is adequately equipped to fulfil the functions recommended;
>
> ***185.*** A review of the effectiveness of the Colanda facilities and programmes be conducted after five years to establish if continuation of the recommended role is necessary;
>
> ***186.*** The Director-General refers any application for admission to a residential institution or a special unit which involves clients with significant behavioural problems to the Intellectual Disabilities Review Panel for a report and recommendation prior to admission, and the admission be for a period no longer than 12 months;
>
> ***187.*** Prior to any extension of the period of residence of a client admitted to a residential institution or a special unit as a consequence of behavioural problems, the Director-General seeks a report and recommendation from the Intellectual Disabilities Review Panel;
>
> ***188.*** Adults whose behaviour may be challenging but is assessed as neither threatening nor dangerous be provided with support services by contracted specialists, Local Residential Service Teams and generic services, under appropriate General Service Plans and Individual Programme Plans prepared by, or agreed with, CSV/OIDS, in homes in the community.

## 11.4 Day Programmes for Clients with Behavioural Difficulties

People with challenging social behaviour patterns, like others, still need to lead personally fulfilling lives, even if they are residents in a residential institution for a period.

To enable them to do so, adequate programme planning is essential and sufficient and appropriate support staff need to be available, to assist them during their participation in those programmes. For children, school attendance is required, and our recommendations elsewhere relating to the educational system apply to this group of clients as to all others.

Children with behavioural difficulties may need additional support and supervision within the school system, and joint planning between CSV/OIDS and the Ministry of Education, in the general context of the range of Specialist Child and Family Services co-ordinated through Community Services Victoria, should ensure that such support is available.

Out-of-school hours support and services may also be necessary for children with behavioural problems and their families, and these can be provided from the range of specialist services available, as well as through generic services, within the context of each individual's General Service Plan and with the support of CSV/OIDS Case Managers.

Service Planning and Development staff within CSV/OIDS Regions will have a responsibility, together with other State and Local Government agencies, for planning the development of needed services in areas where currently they may be lacking.

In the case of adults who have behavioural problems, including those residing in residential institutions, specialist support will also be required. However, the full range of day programmes available to other clients must also be available to this group, again within the context of the General Service Plans and Individual Programme Plans. Supported employment, leisure and recreational pursuits, learning and training opportunities, and special adult education programmes should all be open to people with behavioural problems, with appropriate support and supervision provided for them, to enable them to participate in those programmes.

We have recommended elsewhere the provision of funds for innovative developmental programmes for adults with intellectual disabilities, and we would expect that a significant proportion of these resources would be allocated to contracted organizations specializing in the development and provision of supported programmes for adults who have behavioural problems.

To achieve this may require the development by CSV/OIDS of special training programmes for people who wish to work within or provide such services, and this issue is discussed later in the report.

Accordingly we **Recommend** that:

> ***189.*** Supported day programmes available to other people with intellectual disabilities also be available to people with behavioural difficulties, in the context of their General Service Plans and Individual Programme Plans, through both specialist and generic services, and with appropriate CSV/OIDS funded staff support.

## 11.5 People with Psychiatric Illnesses

The Mental Health Act 1986 and the Intellectually Disabled Person's Services Act 1986 changed the entire direction of service development for people with psychiatric illness and people with intellectual disabilities. The creation of the Office of Psychiatric Services and the Office of Intellectual Disability Services placed responsibility for services to these two different groups in the community on two different organizations.

Considerable work has been undertaken, since the passage of these Acts and the establishment of the two Offices, to define their respective responsibilities and to separate activities, functions and facilities which were previously combined within the one organizational structure.

Much remains to be done however and a particular area of concern is the provision of psychiatric services for people with intellectual disabilities who also suffer, at some point in their lives, from a psychiatric illness.

From our perspective, the provision of psychiatric services for people with intellectual disabilities must be undertaken in the same manner as for other people with psychiatric illnesses, that is through generic and specialist services established for that purpose, irrespective of whether they are Government provided or privately provided.

People with intellectual disabilities can be expected to experience psychiatric illnesses just as others in the community do, although for some those illnesses may be exacerbated by their living circumstances or their environment, or as a consequence of the particular nature of their disability. Because of their low incomes, people with intellectual disabilities may be dependent, for the most part, on publicly provided psychiatric services, such as those offered through the Office of Psychiatric Services, the Community Psychiatric Nursing Service, and similar services. Others may have access to privately provided psychiatric services. Some may need to be admitted to psychiatric hospitals, just as they may need to be admitted to General Hospitals for their physical illnesses.

The Office of Intellectual Disability Services, in providing support services for eligible clients, has a general concern with, and obligation to, ensure that any health problems of a client receive appropriate treatment where that client is being supported by or through a service provided or funded by CSV/OIDS. The Office is not, however, responsible for directly providing the necessary health services for its clients. These can, and should be, obtained through the health agencies and the private medical system which provide such services for the rest of the community.

In preparing General Service Plans and Individual Programme Plans, and as part of the task of providing any direct support service to clients, CSV/OIDS must be in a position to be aware of and consider the physical and psychiatric health needs of clients, and to act to ensure that those needs are met.

In circumstances where a client has a psychiatric illness, diagnosed and confirmed by appropriate medical and psychiatric specialists, CSV/OIDS staff, the staff of any contracted service agency funded by CSV/OIDS, or the client's primary carers, must take the appropriate action to ensure that the required treatment for that illness is obtained by the client. In most cases this will involve some contact with the Office of Psychiatric Services.

The authorized psychiatrists of the Office of Psychiatric Services have the responsibility for advising on the most appropriate course of action or treatment to be followed to address the client's psychiatric illness, just as would a consulting psychiatrist in private practice who saw an OIDS/CSV client as a patient. The action may involve further consultation or any of the possible range of treatments appropriate to the client's illness and may also involve specialist support from community-based psychiatric nursing services. In some cases, it may also involve a period of hospitalization.

CSV/OIDS Case Managers will have a responsibility to ensure that any assessment or diagnosis of a client which may lead to hospitalization is made on the basis of full information about the client and his/her intellectual disability and in the presence of an appropriate client advocate—if necessary, the Case Manager.

The management of public sector psychiatric hospitals rests with the Office of Psychiatric Services and admissions to such hospitals for a period of treatment for a psychiatric illness are matters within the responsibility of that Office. In most cases, admission to psychiatric hospitals will be for a short period of treatment and may be followed by appropriate out-patient services and consultations.

Where a client is admitted to a psychiatric hospital, it will be a responsibility of the CSV/OIDS Case Manager to maintain contact with the relevant psychiatric service, ensure that the clients' other programme/service needs are also met, and that plans are prepared for post-hospitalization arrangements for that client.

In the context of a post-hospitalization plan, the Case Manager's responsibilities will include ensuring that the client is able to return to his/her previous accommodation with, if necessary, suitable additional support services being provided; alternative accommodation is arranged if this is not possible; on-going psychiatric support is provided if needed; and any arrangements for further psychiatric review of the client which are required are made.

A particular issue arises where clients need extended out-patient care requiring regular contact with trained psychiatric nursing staff and skilled specialists, a situation which may arise with people who have complex diagnoses, complex behaviour patterns or psychiatric illnesses which are difficult to treat and may be chronic or near-chronic, or are related to the person's intellectual disability in complex ways.

To meet this need, the Office of Psychiatric Services has proposed that a jointly managed programme be established by linking Kingsbury Training Centre with Larundel Hospital, for the post-hospitalization care of people with intellectual disabilities who have complex illnesses or require extensive periods of care and rehabilitation following treatment for a psychiatric illness.

The Unit would be headed by a senior psychiatrist and would be staffed both by psychiatric nurses and mental retardation nurses. The Unit would provide post-acute treatment and rehabilitation; services in association with Larundel; and a capacity for intensive assessment of clients who had difficult behaviour problems, the causes of which required in-depth investigation.

It would provide a consultation service to mental health and intellectual disability agencies on management of the psychiatric treatment of people with intellectual disabilities, providing a range of primary, secondary and tertiary consultation services.

There would be in-patient services for short to medium term rehabilitation and behavioural development services for people with intellectual disabilities who also have psychiatric disorders.

Clearly, any such facility should be small and should be operated on the basis that it is not a permanent home for people with intellectual disabilities but a facility designed and staffed to provide specific programmatic support to clients during a particular stage of treatment or management of a psychiatric illness.

Because of its particular nature, it may also become a centre for research and training in areas of intellectual disability and psychiatric illness.

CSV/OIDS would have the responsibility of ensuring that clients admitted to this Unit have access to a review of their admission by the Intellectual Disability Review Panel under Section 28 of the Act, utilising the Director-General's powers of reference to the Panel.

Accordingly we **Recommend** that:

***190.*** People with intellectual disabilities who are also diagnosed as having psychiatric illnesses receive treatment and support services relating to those illnesses through the same range of psychiatric services as do other people in the community.

***191.*** CSV/OIDS Case Managers and staff of direct support services be assigned the responsibility for ensuring that people who are suffering, or appear to be suffering, some form of psychiatric illness have access to community-based and other generic psychiatric services in the same manner as they will have access to services designed to treat physical ailments.

***192.*** Where people with intellectual disabilities are admitted to public psychiatric hospitals on the advice of an authorized psychiatrist, CSV/OIDS retains the responsibility for services and support other than their hospital treatment, and maintains liaison with the psychiatric services to ensure the development of an effective post-treatment plan, and the subsequent implementation of that plan including, where necessary, access to additional specialist support services.

***193.*** The management of Kingsbury Training Centre be transferred to the Office of Psychiatric Services, to be developed and operated as a small, special Unit linked with Larundel Hospital for the assessment, post-treatment rehabilitation and behavioural development of people with intellectual disabilities who also suffer from complex psychiatric illnesses. The Unit to provide primary, secondary and tertiary consultation services to agencies providing intellectual disability and psychiatric services on the management of the psychiatric illnesses of people with intellectual disabilities.

***194.*** The Unit be managed by a senior psychiatrist qualified in intellectual disability and be staffed by both psychiatric nurses and mental retardation nurses.

***195.*** The Director-General of Community Services Victoria retains, on behalf of clients admitted to psychiatric hospitals and/or to the special Unit, the power to refer their admission for review by the Mental Health Review Board.

## 11.6 CSV/OIDS Clients Living in Psychiatric Hospitals

There are approximately 450 people with intellectual disabilities resident in three institutions which are psychiatric hospitals managed by the Health Department Victoria (Office of Psychiatric Services), where, by agreement, services to residents with intellectual disabilities are provided on contract to the Office of Intellectual Disability Services. These three institutions are Brierly at Warrnambool, Mayday Hills at Beechworth and Aradale at Ararat.

The arrangements for joint use of these facilities relate to an agreement of June 1985 drawn up during the period when the Office of Intellectual Disabilities was being established, and essentially providing for these facilities to remain under the management of the Health Department Victoria, with services contracted to CSV/OIDS.

A Liaison Committee between the Office of Psychiatric Services and the Office of Intellectual Disability Services has operated, during the period since the agreement, to negotiate such matters as access to records, management arrangements, determination of costs to be borne by CSV/OIDS and related matters. Since mid-1986, plans have been in existence to relocate the clients registered as Brierly residents to OIDS-provided accommodation, but no action has, as yet, been taken.

Management arrangements have been made which seek to differentiate between the needs of, and programmes and services for, people with intellectual disabilities within the joint institutions, but these remain less than satisfactory from all points of view—the agencies concerned, the staff and the clients. CSV/OIDS has only a limited capacity to influence matters such as the provision of accommodation for its clients in joint facilities, priorities for new capital investment or other administrative and management matters which may affect the well-being of clients. The facilities themselves remain poor and cannot be regarded as suitable for long-term use as homes for people with intellectual disabilities.

Clearly, during the period of this Plan, priority needs to be given to providing appropriate alternative accommodation for people with intellectual disabilities who are resident in these institutions. It is not consistent with the principles of the Intellectually Disabled Persons' Services Act 1986, nor with the legislated aims and objectives of CSV, that people with intellectual disabilities remain long-term residents of psychiatric hospitals, or even of facilities which are intended for the long-term accommodation of people with psychiatric illnesses.

There need to be established special Waiting Lists for people with intellectual disabilities who are resident at these three Psychiatric Hospitals and are seeking alternative accommodation and support in the community to provide them with the opportunity, over the next five to six years, to relocate to homes in the Region of their choice.

The Waiting Lists should be held in each Region and accommodation and support services arranged, by the Service Planning and Development Team in each Region, in the context of annual programmes of service development. The Community Accommodation Co-ordinator in CSV/OIDS Central Office should be responsible for the management of that component of the overall programme which provides for support services for these clients, and for determining resource allocations between Regions.

Every effort should be made at regional level, however, to provide access to both generic and specialist services in the community for these clients. Managers at each of the Psychiatric Hospitals will need to liaise with the Community Accommodation Co-ordinator to identify client's needs, while client Case Managers will assist in establishing the clients' expectations and needs and potential service and accommodation opportunities.

The establishments themselves would be expected to remain subject to management by the Office of Psychiatric Services, and unless that Office determined otherwise, would remain operating as psychiatric hospitals. Staff providing services to residents with intellectual disabilities who relocated to community-based accommodation would be expected to have the option of either remaining employed within the hospitals or becoming members of CSV/OIDS Local Residential Service Teams within the regions in which the facilities are located and within which services would still be needed (even though residents within these institutions could be expected to move to any of the 18 CSV/OIDS Regions throughout Victoria), or elsewhere.

Accordingly we **Recommend** that:

> ***196.*** A special Waiting List be prepared by CSV/OIDS for people with intellectual disabilities who are currently resident in Mayday Hills and Aradale psychiatric hospitals, and who are seeking alternative community-based accommodation and services. CSV/OIDS Regional Services staff and the Community Accommodation Co-ordinator make allocations from this Waiting List to appropriate generic and specialist accommodation and services throughout the State each year as opportunities become available, and within the overall planned programme of development of community-based accommodation and services.
>
> ***197.*** In the first year of the Plan, and in accordance with prior commitments, urgent attention be given to the relocation of all residents of Brierly Hospital who have intellectual disabilities to alternative accommodation and services in community settings, where appropriate.
>
> ***198.*** Accommodation and appropriate support services be provided in any Region of the State to which residents elect to relocate, in accordance with residents' needs and preferences and in consultation with their relatives or other advocates.
>
> ***199.*** Staff providing services to residents with intellectual disabilities be given the choice of remaining employed at the institutions or electing to become staff of CSV/OIDS funded Local Residential Service Teams whether within the same Region or elsewhere.

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***200.*** Until all residents with intellectual disabilities have relocated, the current joint management and contractual servicing arrangements continue.

***201.*** Decisions on the future of the institutions themselves (as distinct from the future of residents who have intellectual disabilities) remain a matter for the Minister for Health.

# 12. OTHER SERVICES

*The non-government, non-profit sector of day service providers supporting people with intellectual disabilities was created primarily by self-help groups of parents and concerned friends getting together to organize facilities and services that were non-existent or inadequate within their locality.*

*This process has brought about a large number of relatively small, separate and autonomously incorporated organizations being formed under elected Committees of Management, usually made up of parents and other members of the local community. In more recent times there has been a move towards client and staff membership on Committees of Management, although this is not yet widely in practice.*

*Because of the background of the membership of their Committees of Management, organizations have developed a close relationship with parents of people who have intellectual disabilities. Organizations have mainly been based within a local neighbourhood/community and have relied very heavily on community support, both financial and otherwise, for their existence. These factors have reinforced the organizations' ability to establish networks, have a knowledge of local community resources and develop well established lobby facilities with Governments, parents and the media.*

*This sector of service providers has also, to a large extent, taken on the role of de-facto Case Managers for many clients.*

## 12.1 Adult Day Training Centre Committees of Management

Committees of Management have, in most cases, developed an expertise in providing services to those people whose primary disability is an intellectual disability, however, since many also have secondary physical disabilities, services are, in the majority of cases, flexible and innovative. The operations of these services are subsidized in part by both the Victorian and Commonwealth Governments.

Organizations have, over a period of time, accumulated fixed assets which have been acquired by means of State and Commonwealth Government grants together with funds donated by the community, and these have been managed and operated, for the most part, as Adult Day Training Centres. Some 2,800 people with intellectual disabilities attend Adult Day Training Centres throughout the State.

Committees of Management of Adult Day Training Centres are limited in the things that they can or cannot do by their constitutions and by relevant Acts of Parliament. The Intellectually Disabled Persons' Services Act provides for the State Government to fund this sector of service.

The Committees have sought to respond to almost any perceived lack of service in their area. This has resulted in them stretching their resources over a wide range of activities, encompassing residential services, day care, living skills training, vocational training, employment services, leisure and recreational programmes and other activities.

It is clear that the needs of people with intellectual disabilities would be better served if Committees of Management of Adult Day Training Centres concentrated their expertise and resources on defined areas of service delivery. This process is enforced to a limited extent by both the Intellectually Disabled Persons' Services Act 1986 and the Commonwealth Disability Services Act, whereby organizations are required to select between Residential and Non-Residential Services.

The primary non-residential services have been the provision of living skills training, vocational training and employment preparation and support, together with leisure and recreation programmes.

The intention has been to assist people, through training, to participate more independently in community life. However, many Adult Day Training Centres have become almost permanent day care centres for people with intellectual disabilities, although there has, during the past few years, been a growing emphasis on finding employment and/or establishing a variety of business and similar enterprises which provide work for people attending Adult Day Training Centres. However, many of the centres recognize that new opportunities exist and that new services are needed.

In the section of the Report which discusses educational services, we recommended that Adult Day Training Centres currently funded by CSV/OIDS should be progressively integrated within the Further Education system, as Providers of Further Education, and should develop as non-segregated further education centres supporting people with intellectual disabilities as well as other members of the community.

The staff employed at Adult Day Training Centres are instructors. Their role should be to:

- assist people with intellectual disabilities to attend and participate in mainstream or specialised Post-Secondary courses;
- assist and train teachers in Post-Secondary Education to work with people with intellectual disabilities;
- assist in the development and presentation of courses of training for people who will work with those with intellectual disabilities.

The responsibility for funding programmes employing these staff should progressively be transferred from CSV/OIDS to the Division of Further Education, and, where appropriate, the State Training Board.

There will be a need for specialist support services and programmes for people with intellectual disabilities who cannot, or who elect not to, attend, courses for vocational and pre-vocational training. These services may be partly centre-based and partly delivered through programmes and activities available to people without disabilities, at a variety of locations throughout the community—Community Day Care centres, neighbourhood houses, and similar centres. CSV/OIDS Regional Services case management staff will assist clients to make these choices and access services, within the framework of their General Service Plans and Individual Programme Plans.

Sessional day programmes will be preferred over full-time day care, with the emphasis on participation by people with intellectual disabilities in activities open to other adults. The objective is to move as speedily as practical to integrated community services offering day programmes for diverse groups—unemployed youth, the elderly, physically disabled people and people with intellectual disabilities, to encourage integration and the development of mutual supports.

The Committees of Management of Adult Day Training Centres are expected to continue to play a vital role in services to people with intellectual disabilities, potentially providing any of the following types of service, within the framework set out in the Act of electing to provide either residential or non-residential services.

### 12.1.1 Residential Services

**Managing Local Residential Service Teams:** Currently, some Committees of Management provide residential services to clients by way of houses owned by the organization and staffed by employees. Subsidies for the operations are generally provided by the Commonwealth Government, although some organizations manage Community Residential Units under agreements with CSV/OIDS.

In non-staffed houses a landlord/tenant relationship exists, while in staffed houses the support extends from limited to 24-hour care. The majority of staffed homes other than Community Residential Units employ House Parents and domestic staff. Redevelopment of these services to provide Local Residential Service Teams providing support to clients in their community, not only those resident in homes owned or managed by the Committee, would be an appropriate role.

This role could also be extended so that Committees could manage **Equity Housing Co-operatives**, as recommended earlier in the Report, with the functions described in more detail in Appendix B.

### 12.1.2 Non-Residential Services

**Providers of Further Education**. We have recommended elsewhere a major role for Committees of Management of Adult Day Training Centres as autonomous Providers of Further Education. The transfer of responsibility for further education for people with intellectual disabilities to the Division of Further Education will not significantly affect the organizational autonomy of Committees of Management, nor their role in managing facilities, although it will affect their programme structure and service content and style. Their ability to offer services to other members of the community would need to be developed and funded.

Over the next ten years, the demand for additional opportunities for adults with intellectual disabilities to enter training and educational programmes will expand, and we envisage an expansion of client numbers over the next ten years by up to 3,000 people with intellectual disabilities, involving significant additional programme expenditure in this service area.

**Employment Support**. Committees of Management could elect to develop or expand employment support services, under programmes we have recommended elsewhere. These services would provide the structure for supported employment, work preparation and job placement activities, linked with the vocational training and employment-related activities of the State Training Board and the TAFE College system. This role will be of special value in the business sector by way of employing and managing Community Employment Trainers. This would be particularly valuable for commercial enterprises that are not large enough to employ their own Community Employment Trainer.

**Development Programmes**: We have recommended elsewhere the funding of a development programme to provide innovative day programmes for people with intellectual disabilities who are residents of Training Centres or who have severe or profound disabilities. Management of such programmes would be an appropriate role for some Committees of Management.

**Recreational Services**. Some Adult Day Training Centres operate recreational programs for their clients both in and out of normal operating times. This service could be expanded to provide specialised recreation support services, funding for which we have recommended elsewhere.

### 12.1.3 Implementation Issues

Committees of Management will need to consider the changed roles for Adult Day Training Centres recommended in this Report and to determine their most appropriate future roles. Some Committees may be reluctant to change, but our view is that Committees will retain their autonomy, and that adequate resources will be made available for them to manage new and highly valued services. A period of consultation will be necessary to enable these decisions to be taken.

Such issues as continued ownership of buildings should present no problems for the changes we are proposing, although the buildings may be used for additional purposes and more available to the wider community.

The relationship between clients, parents and organizations should remain strong, as Committees will be providing new services to both existing and additional clients.

The staff of Adult Day Training Centres will have a choice of roles under our proposals and there must be appropriate consultation and sufficient time for industrial negotiations, together with procedures which assist staff to determine their future.

The funding formats, arrangements and commitments for each type of service provision will need to be made very clear to organizations prior to them being required to make their choices as to their re-structure. Also Committees of Management would need to be able to call upon a team of people who can provide them with factual and complete information regarding the structure and network within each of the areas in which they may elect to provide services.

This selection process will need to include not only Committees of Management but also members, staff and parents. In addition, it will need to take into account the effect such selection will have on current and future Commonwealth funding.

We therefore **Recommend** that:

> ***202.*** The roles for Committees of Management of existing non-government non-profit organizations providing services to people with intellectual disabilities be redeveloped to encompass one or other of the following:
>
> - Management of Local Residential Service Teams;
> - Management of Equity Housing Co-operatives;
> - Providers of Further Education;

- Management of Employment Support Services;
- Providers of Development Programmes; or
- Management of Recreational Services.

## 12.2 Citizen Advocacy

Citizen advocacy is a community-based programme, offered currently in seven CSV/OIDS Regions, which promotes the integration of people with intellectual disabilities with non-disabled members of the community. Committees of Management employ staff to recruit advocates and to match them with people with intellectual disabilities needing support. Advocates provide friendship and contacts for the person with an intellectual disability and support the attainment of their rights.

We **Recommend** that:

> ***203.*** The programme be extended to all CSV/OIDS Regions, and offered as a basic means of assistance and support for intellectually disabled adults. Funding to be sought from the Commonwealth Government.

## 12.3 Transport Services

People with intellectual disabilities are rarely, if ever, car owners and drivers. They are heavily dependent on public transport or on specially provided, government funded, transport services utilising buses and cars purchased specifically for their needs.

Their access to community services, facilities and opportunities to enjoy life is limited by their own capacity to make full use of the general public transport system; by the extent to which specially provided transport is available to take them to desired destinations; or by the extent to which friends and relatives are available and willing to provide transport for general or special trips.

Like other public transport dependent groups in the community, people with intellectual disabilities who can, or could be, trained to use public transport are faced with life opportunities which revolve around the frequency, flexibility, geographic coverage, quality and cost of public transport services. Those who rely on special, segregated, services are in turn constrained by the availability of drivers and staff to provide those services when necessary.

Special transport services for people with intellectual disabilities include the following:

**Adult Day Training Centre Services**

Currently, most Adult Day Training Centres have a small fleet of mini-buses, operated by part-time drivers supported by chaperons. CSV/OIDS buys, maintains and replaces mini-buses, pays for petrol and pays the salaries of part-time drivers and chaperons. This provides clients with transport to and from Adult Day Training Centres, five days per week. Buses are also used by the Centres during the day to transport people to other locations for various activities and programmes. Instructors provide this service.

This segregated service provides little flexibility (i.e.: few if any evening or weekend services) and results in under-utilization of resources, as well as in a limited pattern of travel access for clients.

Taxi services are also frequently used.

**State Training Centres.**

Each Training Centre has a fleet of mini-buses, special purpose buses and other vehicles, some of which have been purchased by CSV/OIDS and some of which have been donated by community groups or individuals. All are maintained by CSV/OIDS. This service is used in various ways, usually for client outings, shopping trips, holidays and the like. It is a segregated service and is frequently used in preference to public transport as a matter of convenience. Training Centre staff serve as drivers and chaperons.

Taxi services are also frequently used to convey individual clients or groups between Training Centres and various destinations.

**Community Residential Units.**

Each Government-run Community Residential Unit has some form of transport (bus, station-wagon) and non-Government Community Residential Units normally use staff cars for which a mileage allowance is paid. These vehicles are used for staff related activities as well as client travel needs. Taxis are also used.

It is evident that if people with intellectual disabilities are to begin to enjoy a wider range of opportunities to participate in community life, including work and other activities which involve travel to varying destinations, access to public transport services will become a major issue.

As a concept, access includes not simply availability of services but also physical access for people in wheel chairs; access to timetable and other information in appropriate and assimilable forms; a capacity to reach transport stops or to be picked up at home by a service (such as a "dial-a-bus" service or "maxi-taxi" service); affordability; and, most importantly, acceptance and personal security.

### 12.3.1 Ministry of Transport Initiatives

The Ministry of Transport is already engaged in a series of planning and related studies directed at improving metropolitan public transport services in particular, but also country services, and at increasing service coverage, frequency, flexibility and accessibility, especially for disadvantaged groups. The Ministry is actively pursuing the development of services which are more directly responsive to the service needs of people who are heavily dependent on public transport.

The Ministry is currently involved in two projects, "Accessible Transport and People with Disabilities Study" and "Community Transport", each of which is intended to recommend changes and improvements to public transport services which will be of advantage to people with intellectual disabilities, among others.

The development of new Community Transport services is seen as a high priority for the Ministry of Transport. A Community Transport system would provide local networks of small vehicles operating on flexible schedules and/or on demand within residential and other areas, and connecting with the major public transport systems (train, tram and bus networks).

Community Transport is seen as an approach to planning and service provision which has the ability to be flexible and responsive to locally specific needs and the specific requirements of certain passengers. Its characteristics are four-fold:

- Needs are assessed first.
- Services are tailored to needs.
- The best mix of transport service delivery is sought (trying new methods where appropriate).
- Services are actively promoted to users, suppliers and decision makers.

Community Transport should be co-ordinated with the public transport system, as a legitimate element of it, to cater for the needs of the whole community.

Mini-buses and other services are currently operated by a wide range of agencies, including CSV/OIDS and related agencies, in both metropolitan and country areas. There has been little co-ordination and linkage of these services with one another, or with mainstream public transport (buses, trains and trams).

The availability of information on available services to community transport providers is important from the viewpoint of efficient allocation of resources. It is considered that services are often replicated and users do not know of the existence of other similar services in the same area. There is evident scope for better co-ordination and use of resources.

The Ministry of Transport is planning to introduce, with the co-operation of transport service providers, arrangements for co-ordination and sharing of resources, to achieve significant service improvements.

Community Transport should not be seen as a segregated service, nor restricted to mini-buses. Services will be integrated with mainstream public transport as far as possible and designed and marketed so that they are appealing to the general community and do not attract stigma for people with special needs.

A part of the Ministry of Transport's objective is to find alternative ways of providing transport services so that they better meet the needs of people unable to use the current public transport system. This also means ensuring that community transport services have sufficient flexibility to allow for changes in services as they are required.

Planning for different modes will be aimed at developing cost effective services to meet the needs of target groups. Plans and regulations which govern the operation of bus companies in particular (and other relevant transport providers) will be made flexible enough to encompass a range of types of transport and to allow changes to services as required by the community.

Community Transport is seen as a legitimate transport development, not a solution to welfare problems, but, at the same time, as an appropriate response to the transport needs of people with intellectual disabilities, among others. As it is a transport service, the lead role in its development will be taken by the Ministry of Transport. Proposals will be reviewed with the Department of the Premier and Cabinet to ensure that the objectives of the Social Justice Strategy are addressed.

Transport services in non-metropolitan areas require special attention from the Ministry to ensure that people have access to adequate services. Existing networks in rural areas should be improved and local agencies in those areas should be used as a base for the provision of services.

In our view, the Community Transport initiatives of the Ministry of Transport are a major forward step in achieving improved access opportunities for people with intellectual disabilities, and should be fully supported. We see the progressive integration of the current, segregated and limited, transport services, developed especially for people with intellectual disabilities, with the wider public transport system, as the most appropriate direction for the future development of transport services. People with intellectual disabilities, like others dependent on public transport but having limited access to mainstream services, will benefit greatly from the provision of flexible and responsive community transport services.

We therefore **Recommend** that:

> ***204.*** A special study be made of the current patterns of transport use and the identifiable transport needs (including unsatisfied needs or needs difficult to satisfy under present arrangements) of people resident in State Training Centres, attending Adult Day Training Centres and resident in Community Residential Units, in the context of other recommendations of this Plan relating to increased access to, and use of, community-based services.
>
> ***205.*** Transport needs for each CSV/OIDS client be identified in General Service Plans and summaries of transport needs, by Local Government Area or region, for particular client groups be made available to Transport Victoria on an ongoing basis, to establish transport service needs for people with intellectual disabilities.
>
> ***206.*** From January 1990, Transport Victoria take responsibility for providing Community Transport services, for people with intellectual disabilities, as part of a programme of increased access for people with intellectual disabilities to public transport and to make improved use of available transport equipment and infrastructure;
>
> ***207.*** As part of the development of the Community Transport system, and as Community Transport services are established in each Region, the CSV-funded vehicles and related resources used at each Adult Day Training Centre, State Training Centre and Community Residential Unit for client transport be integrated within the Community Transport services system to be operated by Transport Victoria.
>
> ***208.*** During 1988/89 and 1989/90, joint projects between Community Services Victoria and Transport Victoria be established in both metropolitan and country areas to examine consumer outcomes and community impacts of the above recommended actions, and that these projects be evaluated by the Evaluation Unit recommended elsewhere. The projects to involve management of services on a contracted basis as well as direct management by the Metropolitan Transit Authority and the State Transport Authority.
>
> ***209.*** A small Task Force of Transport Victoria and CSV/OIDS officers, together with appropriate community representatives, be established to set up these projects and plan for the future transfer of responsibilities, and that this be funded in the 1988/89 budget.

## 12.4 Leisure and Recreation

Access by people with intellectual disabilities to leisure and recreational opportunities and pursuits enjoyed by others in the community is frequently limited by:

- the difficulties people with intellectual disabilities have in personal mobility, whether due to their intellectual disability or accompanying secondary disabilities, or both;
- discriminatory practices, intentional or otherwise, which mean that many leisure and recreational opportunities are not seen as "appropriate" or "desirable" or "necessary" for people with intellectual disabilities, with the consequence that little or no provision is made, or encouragement and support given, for their participation;
- the fact that the nature of many leisure activities, especially those involving group activity, is competitive, and people with intellectual disabilities may be placed at a significant and personally frustrating disadvantage in participating in such pursuits; and
- the tendency to organize segregated leisure activities for people with intellectual disabilities which limit their access to mainstream opportunities.

It is worth noting that the Equal Opportunity Act 1984 prohibits discriminatory practices in leisure and sporting activities and in participation in clubs and similar organizations, while taking into account reasonable limitations relating to the capability of an individual to participate adequately in each form of activity. It is clear that there is still considerable scope within the provisions of that Act and the Intellectually Disabled Persons' Services Act 1986, for increased participation and enjoyment by people with intellectual disabilities of leisure and recreation programmes, opportunities and services enjoyed by others, where necessary with appropriate support.

More than a third of the waking hours of most individuals are devoted to leisure activities. A significant proportion of those leisure hours are spent in physical activities with other people—either as an active participant in sport or recreation or as a spectator. Historically, the involvement of people with intellectual disabilities in sport and recreation has been minimal.

Experience shows that most people with intellectual disabilities normally cannot participate in competitive sporting activities on an equal footing with other people. They can compete effectively on both an individual and a team basis, however, provided the sporting arrangements are structured as they are for people without disabilities—with an emphasis on competition at an appropriate level of capability, accompanied by an equally important emphasis on the integration of all competitors, irrespective of their ability, in the social and communal life of the sporting organization.

People with intellectual disabilities may not make good first grade footballers—but they may be able to join cheer squads, carry the oranges and the drinks, play at training sessions, play in part of a match, and certainly join in the social life of a football club. The integration of people with intellectual disabilities in the life of sport, and not simply the competition itself, is what needs to be the focus of concern and development.

Many people prefer to watch sport rather than to participate. They go to matches, wear the colours of their favourite team, are happy when that team wins and unhappy when it loses. People with intellectual disabilities often wish to be fans and spectators too. Their requirements for support are often limited to a friend to accompany them, to help them find their place at the match and to ensure their safe return home. The effort involved is little but the benefits can be significant.

To ensure that the processes of increased community integration and participation for people with intellectual disabilities are comprehensive in their scope and fulfilling for the people involved, particular attention must be paid to the development of new and expanded opportunities for supported and independent participation in leisure and recreational activities generally enjoyed by the community.

The process of opening up government-funded recreational facilities and services, of providing new specialised support and of educating others in the community on the needs of people with intellectual disabilities are as challenging in this area as in any other and are as important as the other initiatives discussed in this Report.

The starting point for new initiatives rests with CSV/OIDS and the Department of Sport and Recreation. Consistent with recommendations elsewhere in this Report, the Department of Sport and Recreation will have a responsibility to ensure that the programmes it supports and funds are adapted, made accessible and of benefit to people with intellectual disabilities. This particularly includes programmes and services funded through Local Government and community organizations. Currently some $200 million per annum is spent by and through Local Government for leisure and recreational activities, and people with intellectual disabilities should benefit from a proportion of this expenditure.

In addition, CSV/OIDS must assist the Department of Sport and Recreation to provide training for appropriate staff of Clubs, Societies and Local Governments on the integration of people with intellectual disabilities into leisure, sport and recreational programmes, and must provide contact staff for continuing assistance and support.

Leisure and recreation activities conducted by Adult Day Training Centres and in State Training Centres will also need to be adapted progressively to take account of the approaches to service provision through these centres recommended in this Report.

Accordingly we **Recommend** that:

***210.*** The Department of Sport and Recreation takes responsibility for funding the development of sporting and recreational programmes suitable to the needs of people with intellectual disabilities, and for arranging that those programmes are offered through organizations funded to provide programmes for other people in the community.

***211.*** A strong "Disabilities Unit" be established in the Department with the responsibility for ensuring that the Department's programmes and funded support of other agencies are designed to ensure access by people with intellectual disabilities to leisure and recreation opportunities supported by the Government.

***212.*** The Disabilities Unit be enabled to provide funds to appropriate organizations for the re-design and redevelopment of leisure and recreational activities to improve their accessibility to, and value for, people with intellectual disabilities.

***213.*** CSV/OIDS establish training programmes for the staff of Local Government and other organizations to assist them in obtaining an appropriate level of understanding of the particular needs of people with intellectual disabilities with respect to recreation, leisure and sport, and to plan the development of their agencies' services and activities to provide opportunities for people with intellectual disabilities to participate actively in those services and activities.

***214.*** Recreation aides/officers appointed by Local Government under State-funded or supported programmes be assisted by CSV/OIDS and the Department of Sport and Recreation to plan for and address the recreational needs of people with disabilities living in their particular municipalities.

***215.*** CSV/OIDS, the Department of Sport and Recreation and representatives of Adult Day Training Centres establish a joint Working Group to assess the need for specialist services in each CSV Region to support intellectually disabled people in accessing recreation and leisure opportunities. The Working Group to examine the best method of developing, funding and managing any required support service, encompassing activities such as:

- access to locally available sport and recreation programmes open to the community at large;
- access to camps and other holiday opportunities;
- dissemination of information about sport and recreation opportunities;
- organizing lunch/after work recreation sessions in workplaces;
- organizing social outings;
- encouraging individual achievement; and
- related activities.

***216.*** The Department of Sport and Recreation provides on-going funding for an appropriate community organization with a State-wide focus to act as a peak body to ensure access by people with intellectual disabilities to generally available sport and recreation programmes, and, as required, to provide support to organizations providing sport and recreational opportunities to people with intellectual disabilities.

**217.** Recreation and Leisure Officers from the Department of Sport and Recreation be appointed on a regional basis to assist Local Government and community organizations in the practical integration of people with intellectual disabilities into community-based recreation and leisure programmes and activities.

**218.** The Ministry for the Arts organizes a wide range of programmes aimed at the inclusion of people with intellectual disabilities in opportunities to participate in, and benefit from, artistic and cultural activities and experiences. Funds be provided in 1988/89 for an Arts Access Programme for people with intellectual disabilities which supports their enjoyment of, and participation in, the arts in the widest possible sense.

**219.** The Youth Affairs Division of the Department of Labour develops a series of programmes appropriate to the needs of young people with intellectual disabilities who need support in participating in and enjoying opportunities and experiences available to other young people assisted through the Department's activities. CSV/OIDS to provide specialist support to the Department as required.

# 13. PREVENTION OF INTELLECTUAL DISABILITY

*The causes of intellectual disability are many and varied, and not all causes are known. To the extent that it is possible to reduce the incidence of intellectual disability through preventive measures, and to further develop an understanding of causes through research, the long-term demand on generic and specialist services for people with intellectual disabilities may be reduced. The Government should support appropriate research and community education programs which have a preventive emphasis or outcome as part of its long-term programme for the redevelopment of intellectual disability services.*

*Action to prevent intellectual disability and its impact on the individual has three components:*

- *primary prevention—preventing the occurrence or impact of conditions that cause intellectual impairment,*
- *secondary prevention—preventing circumstances, actions and practices that cause people with intellectual disabilities to become socially disadvantaged, isolated and unable to perform social roles,*
- *tertiary prevention—preventing conditions, circumstances and practices that cause people with intellectual disabilities to acquire further handicaps and become even more dependent.*

*The emphasis in this section of the Report is on primary prevention. However, there is value in presenting, at this stage, an overview of all three categories of prevention because of their interdependence, and the fact that our recommendations elsewhere in the report contribute to changes in services and in opportunities for people with intellectual disabilities which constitute elements of a system of secondary and tertiary prevention.*

## 13.1. Primary Prevention

It is estimated that the causes of intellectual disability in individuals are known in about half of all cases. This proportion is increasing as the results of current research become available and diagnostic methods are determined. The known causes may be genetic/prenatal, perinatal or postnatal and include the preventable causes of alcohol, drug and tobacco use during the mother's pregnancy, treatable infections, and toxoplasmosis resulting from either parent working with toxic substances. A small proportion of cases also result from accidents, poisoning, abuse and neglect.

Effective methods of prevention do not exist for all prenatal causes although advances in diagnosis, treatment and preventative medicine have considerably reduced intellectual impairment caused by Phenylketonuria, Tay-Sachs disease, infections such as congenital rubella, measles and encephalitis and Rh incompatibility.

The known postnatal causes of intellectual disability include

- brain injury from incidents such as abuse or motor vehicle accident,
- brain damage from accident, choking or seizures,
- infections such as meningitis or encephalitis,
- poisoning from lead, mercury or carbon monoxide,
- hormonal or metabolic problems such as hypothyroidism or hypoglycemia,
- lack of stimulation or emotional deprivation

Actions likely to result in handicapping circumstances include:

- failing to diagnose or identify intellectual disability or providing improper treatment when diagnostic methods are known,
- withholding adequate immunization policies and procedures,
- denying life-saving or corrective surgery,
- failing to refer families for genetic counselling,

Action to prevent these handicapping circumstances involves the wide dissemination of knowledge in the community supported by access to testing and treatment through the normal health services.

## 13.2. Secondary Prevention

The fact that a person is born with or acquires an intellectual impairment is not the most important thing about that person. We need to look at the abilities and potential of the individual and respond to those qualities. In particular, we need to promote:

- the strengths of individuals,
- the access of individuals to supports and opportunities which will enable them to perform social roles more competently,
- the adaptation of the social and physical environment,
- the view that persons with handicaps are people with rights and responsibilities.

A person's ability to perform a number of social roles is perceived as essential. For example,:

- orienting themselves to their surroundings,
- being physically independent,
- being effectively mobile,
- having an occupation,
- participating in and maintaining social relationships.

Handicapping circumstances include conditions and practices which prevent individuals from developing their skills or performing important social roles. It is important that circumstances, actions and practices that can prevent a person with an intellectually disability from performing these roles be avoided.

Examples of such handicapping circumstances include:

- exposing individuals to non-stimulating and non-therapeutic environments and denying them access to any therapy that they may need,
- denying them access to positive environments, often through lack of access for wheelchairs, attendant care or accessible transportation,
- overmedication or inappropriate medication which may cause additional problems.

Action to prevent these handicapping circumstances involves the improvement of professional knowledge amongst those providing services to people with intellectual disabilities, planning of services at an individual level and extension of the range of services in order that all those requiring services have access to them.

## 13.3. Tertiary Prevention

Separating people with physical or intellectual disabilities from their family and their community has been proven to be harmful in many cases. In particular, young children with disabilities who associate only with one another are likely to progress more slowly than those who associate with non-handicapped children in the neighbourhood. Isolation and separation in early childhood years can have a devastating effect on the later development of any individual. Growing up with a family is important to every child and not providing adequate support for children to stay with their own or alternative families can cause further handicap.

Handicapping circumstances include conditions and practices which cause additional health or emotional problems. Examples of such circumstances include:

- teaching people to develop skills and abilities which are not functional in their lives at the expense of learning useful skills (e.g. skills related to obtaining and retaining work),
- denial of employment, housing or social opportunities because of prejudice, segregation or congregation.

Action to prevent these handicapping circumstances involves a range of activities not least of which is the generation of understanding within the community of the inherent capabilities of people with intellectual disabilities. Experience shows that where this understanding is present, many of the opportunities which enable people with intellectual disabilities to enjoy a full and meaningful life become open to them.

A positive programme of community education must be supported by direct action to remove many of the unjustified restrictions of access currently experienced by many people with intellectual disabilities.

In the context of the above discussion, we **Recommend** that:

***220.*** The Government sponsors further research into the medical or environmental causes of intellectual disability and into the approaches and processes that can be adopted to eliminate or reduce the impact of those causes. Sponsorship of such research to be pursued through both the Health Department Victoria and Community Services Victoria.

***221.*** Where risk factors have been identified, information setting out those risks be widely disseminated using all possible media. The purpose of the dissemination of public information to be, first, to educate people about what may be harmful to an unborn child and hence to the family as a whole and second, to identify available sources of diagnosis, treatment, advice, counselling and other services.

***222.*** The Government gives consideration to a greater emphasis on eliminating the causes of harm. This may include a wide range of activities involving Occupational Health and Safety, industrial pollution, more severe penalties for impaired driving or the failure to use seat-belts or child-carrier seats, better safeguards against the risk of accident involving toxic and poisonous substances, and similar measures.

***223.*** Where methods of screening or detection are available, all potential parents to have access to them regardless of the geographical location of their homes. A review of the availability of these services across the State should be conducted with a view to extending access where necessary.

***224.*** Where the potential birth of a child with an intellectual disability is confirmed, the future parents to be provided with access to appropriate counselling and the opportunity to discuss with the parents of other children with intellectual disabilities the likely impact on the life of their family of the birth of a child with an intellectual disability.

***225.*** Parents be given adequate information when their child is born or diagnosed as having a intellectual disability on the availability of support services to them and their child and their means of gaining access to those services.

***226.*** The Health Department Victoria develop a more widespread and effective programme of public health education on the causes of intellectual impairment and measures for its prevention.

***227.*** The Health Department Victoria develop more widely available counselling and screening services for intending parents and pregnant women to assist with both prevention and early detection of potential intellectual impairment among infants.

***228.*** The Health Department Victoria develop a more appropriate and informative reporting system on birth defects leading to potential or actual intellectual disability, and make that data available to Community Services Victoria as an input to services planning.

***229.*** The Health Department Victoria ensure that medical practitioners are fully informed and, where necessary, educated in the needs of people with intellectual disability and their responsibility for, and opportunities to provide, appropriate assistance and advice.

# 14. COMMUNITY EDUCATION

*The achievement of change in community attitudes towards people with intellectual disabilities and the life opportunities they are entitled to share will necessarily involve education. Despite the significant incidence of intellectual disability in the population, and the fact that many families have family members or relatives with some form of intellectual disability, there is considerable confusion in the community between people with intellectual disabilities and people who suffer forms of psychiatric illness.*

*Equally, there is little awareness of the entitlements, needs and expectations of people with intellectual disabilities, and too great a tendency to not accept them as valued citizens. Certainly, like people with physical disabilities, people with intellectual disabilities may need special help and support during all or part of their lives. The need for that support does not make them lesser citizens nor mean that they cannot lead personally satisfying and productive lives.*

*At the same time there is evident concern that some people with intellectual disabilities are highly vulnerable and need protection from society at large. Other fears are that some people with intellectual disabilities will behave in ways which are judged to be bizarre or threatening.*

*While these concerns may be correct in a very few cases, the response need not be to remove such people from the community for all or even part of their lives. Rather, as this Report stresses, it should be to adapt the community's services, support mechanisms, understanding and attitudes to enable people with intellectual disabilities to function as members of the community, just as we adapt buildings, footpaths, public transport, television broadcasts and books to meet the needs of people with physical disabilities.*

*However, achieving the kinds of changes needed means generating wide community acceptance, and this, in turn, means creating better understanding. That depends on community education.*

## 14.1 Dissemination of Information

One essential element of an effective programme of community education is the preparation and wide dissemination of information about intellectual disability, the legislation, the Government's programmes and services, support available to people with intellectual disabilities, and the expectations and capabilities of people with intellectual disabilities.

Information must address specific subjects, be in readily disseminated and easily accessible forms, and should make use of all available communications media. The task of preparing and disseminating information is a professional one, and one which requires adequate funding, and should be seen as an on-going responsibility of CSV/OIDS and the Government Media Unit.

Public information also needs to be carefully addressed to specific audiences—clients themselves, families, ethnic groups, service providers, Local Government, other government agencies, business organizations, the media and others. The appropriate approach to take will vary between audiences, according to the interests being addressed.

The Intellectual Disabilities Council also has a part to play in both assisting to define audiences for information and in the preparation of appropriate materials. Victoria's ethnic communities should be represented on the Council to ensure that its role in community education encompasses proper procedures for communicating information about new services and opportunities to these groups.

CSV/OIDS staff have, of course, a crucial role to play in advising on the types of information needed, the audiences to whom it should be addressed, and in making and maintaining contact with organizations to whom information can be provided. Regular attendance at public meetings of all types, special meetings of clubs and societies, school and college functions and the like is also important.

Co-ordination of these processes, and development and provision of press releases, brochures, pamphlets, videos and other media of communication should be the full-time responsibility of either an appropriately qualified CSV/OIDS staff member in consultation with the Government's Media Unit, or should be contracted to a skilled private sector organization.

It is fundamental to the success of such a programme that, for example, CSV/OIDS regional staff have available to them all of the necessary resource materials to enable them to make effective presentations and to provide information to interested organizations and individuals. It is a Central Office responsibility to ensure that the resources needed are available.

In this area, as in others, CSV/OID needs to be in a position to take positive initiatives, rather than simply reacting to communications opportunities. This means organising and maintaining contacts with media organizations; creating opportunities to meet with and address community and other organizations; constantly providing "good news" stories to the press; and similar activities which form components of a planned and active programme of communications.

One staff member in each CSV/OIDS Region should perform these functions at a regional level, within a framework planned with the Central Office, while Central Office staff should undertake activities which have a State-wide or wider impact.

In this context we **Recommend** that:

> ***230.*** CSV/OIDS establishes and maintains an annual budget sufficient to conduct an effective programme of information preparation and dissemination, using all available communications media within a planned communications programme, to inform the community about intellectual disability, the Government's programmes, services available to people with intellectual disabilities and any related matters.
>
> ***231.*** Appropriately skilled staff either be appointed or contracted to co-ordinate the programme of community education and information dissemination State-wide, and in each Region one appropriate officer be assigned the responsibility for communications programmes within that Region within the context of State-wide activity. Liaison be maintained with the Government Media Unit on communications strategies and programmes.
>
> ***232.*** Contacts be developed and maintained with media organizations with a view to utilising their services and skills in maintaining a positive, intensive and effective communications programme.
>
> ***233.*** CSV/OIDS staff create, and take advantage of, opportunities to speak with, and provide information to, community organizations, business, government agencies, service providers, schools and other education institutions, clients and families as part of the programme of information dissemination, and be provided with the communications resources necessary to do so.
>
> ***234.*** The Intellectual Disabilities Council plays an active and significant role in community education by all the means available to it.

The most effective processes by which the community is likely to become more aware of the needs and expectations of people with intellectual disabilities is through the sharing of everyday activities and experiences.

Participating with and supporting people with intellectual disabilities and their families in the community, and assisting them to acquire the social and other skills needed to lead fulfilling personal lives, will be the basis of changing attitudes and perceptions.

# 15. HUMAN RESOURCE DEVELOPMENT

*The current shortage of trained staff in CSV/OIDS direct support areas such as Training Centres and Community Residential Units, the high turnover of direct service workers, especially those without training, and the new initiatives proposed in this Plan are all factors which make the implementation of effective staff training and development one of the highest priorities arising from the Plan.*

*In addition, the need for service providers and other staff in a wide variety of government and non-government organizations to provide support and services for people with intellectual disabilities, and therefore their need to gain at least a basic insight into intellectual disability, means that basic skills development and training among these groups is essential. Foster parents, adoptive parents, other support workers and, indeed, natural parents may benefit from, and in some cases require, basic skills development in order to assist and work with people with intellectual disabilities.*

*CSV/OIDS has a responsibility to ensure that a wide range of training and skills development opportunities is available for staff and others, to ensure that the quality of support and services provided to people with intellectual disabilities is the highest possible and improves progressively over time. A planned Human Resource Development Programme is essential to meeting this responsibility.*

## 15.1 Professional Qualifications

CSV/OIDS has worked with staff, unions and tertiary education institutions to ensure that a high standard of professional training for staff who will provide direct support services for people with intellectual disabilities is established within Victorian Colleges of Advanced Education (CAE's). As a consequence, the training in Mental Retardation Nursing which has been directly provided by CSV/OIDS Staff Education Resource Units at several Training Centres will be progressively phased out, to be replaced by courses offered through the CAE system.

The first CAE courses leading to a Diploma of Applied Science (Intellectual Disability) will commence at Victoria College (Burwood Campus) and at the Phillip Institute of Technology in 1989. The first graduates should graduate in 1992. The CSV/OIDS Mental Retardation Nursing training will receive its final intake of students in 1990 and will be phased out after 1993.

It is expected that, over time, the tertiary institutes providing professional training will graduate a sufficient number of trained direct support professionals to meet the service system needs identified by CSV/OIDS, although this will need to be monitored in practice to ensure the desired outcome.

TAFE Colleges offer courses leading to the Advanced Certificate in Development Disabilities (for direct support staff employed in Training Centres and Community Residential Units) and the Advanced Certificate in Habilitation Education (for Instructors in Adult Day Training Centres).

The Nursing and Direct Care Category Review has led to the introduction of a new category, that of Intellectual Disability Services Officer, to replace the former category of Mental Retardation Aide. An Advanced Certificate in Developmental Disabilities is a mandatory qualification requirement for appointment to this category.

The Public Service Board has approved the new category structure. The Board, as a participant in the total agreement, approved a scheme whereby all Trainee Mental Retardation Aides employed by CSV/OIDS before 1988 will receive an in-house course providing essential content from the Advanced Certificate in Developmental Disabilities course, and all such staff would be eligible to enter the new Intellectual Disabilities Services Officer category upon completion of two years' service.

All staff appointed after 1988 will be released by CSV/OIDS to undertake the Advanced Certificate in Developmental Disabilities course within two years of their commencement of employment.

The agreement also makes provision for TAFE Colleges to offer the Advanced Certificate course as a pre-service qualification.

The combination of all these elements is intended to ensure that the current backlog of some 1,600 untrained staff will be eliminated within two years.

CSV/OIDS provides funding for replacement staff to enable staff attending training courses to be released from their positions during training. Funds have been provided to use 85 positions to release 170 staff per year from Training Centres and Community Residential Units to attend such courses. Clearly, the level of this replacement resourcing needs to be as high as possible if the training backlog is to be addressed, and to prevent a new backlog of untrained staff from developing. Alternatively, new training and staff development techniques must be developed to supplement the release of staff for Advanced Certificate in Developmental Disabilities training.

Staff Education Resource Units within CSV/OIDS Training Centres offer post-basic training for registered general and psychiatric nurses who wish to gain the Mental Retardation Nursing qualification, although this too may be phased out as tertiary education courses develop.

The structures are therefore being set in place to allow the numbers of professionally qualified staff in the service system for people with intellectual disabilities to expand significantly. However, there is a major constraint associated with the backlog of untrained staff, and with high staff turnover, and this needs to be addressed.

In addition, we believe that CSV/OIDS should be funding the training of newly recruited staff studying for the Advanced Certificate in Developmental Disabilities.

This funding would both ensure a future supply of replacement trained staff (in effect, to increase the Departmental establishment by a sufficient number of permanent staff to always allow somewhere between 5 and 10 percent of staff to be undergoing training) and address the issue of high staff turnover by enabling the replacement of staff lost by trained staff funded by the Department. It would also provide for any staff increases arising from new services which could not be met by redeployment of existing staff.

We consider that support should be provided through the tertiary education system (careers counselling, scholarships and the like) for up to 100 people each year to undertake the Diploma of Applied Science (Intellectual Disability) training in appropriate tertiary institutions. Some funds to provide support could be drawn from the savings available through cessation of mental retardation nurse training.

CSV/OIDS should also support non-government organizations to enable them to provide replacement staff while their personnel are released for training. This would ensure that non-government organizations also achieve a high percentage of trained staff on their establishments within ten years.

Accordingly we **Recommend** that:

> ***235.*** CSV/OIDS provides sufficient funding to maintain the number of existing staff receiving full-time in-service training for the Advanced Certificate in Developmental Disabilities until the backlog of untrained staff is eliminated;
>
> ***236.*** CSV/OIDS identifies measures it may take to encourage pre-service training for the Diploma of Applied Science (Intellectual Disability), including the possibility of scholarship assistance to potential recruits, with the objective of having at least 100 people in training throughout the State in each year of the course.
>
> ***237.*** CSV/OIDS consults with representatives of non-government service providing organizations to establish a programme to support the in-service training of their staff.

## 15.2 Basic Skills Development

The development of basic skills associated with the direct and indirect support of people with intellectual disabilities is essential for a number of key groups. These include:

- staff without formal qualifications;
- staff in other agencies who provide services (eg: Ministry of Housing and Construction);
- people in employment agencies and workplaces;
- Local Government staff.

- adoptive parents and foster parents; and
- natural parents;

A number of basic skills can and should be acquired through generic services (e.g.: basic first aid courses provided by the St John's Ambulance organization). Others, however, particularly those specifically related to intellectual disability, may need to be especially provided by CSV/OIDS or by organizations contracted for that purpose.

The Staff Education Resource Units operated by CSV/OIDS have some experience in short-course training and basic skills development, particularly the Unit attached to Kew Cottages. As these Units are phasing out of nursing training, it is our view that they should, in a co-ordinated way, begin the introduction of specialised short course training in basic skills development, on a fee for service basis, for people other than CSV/OIDS staff. This would supplement courses developed within the TAFE College system.

The activity of the Units needs to be planned and co-ordinated by the Resources Development Branch of CSV and training programmes need to be planned across the Units to provide both common and specialised courses. These courses should draw effectively on the skills of each Unit and respond to the training needs of the service system as a whole.

Particular training needs we have identified include:

- **Induction courses** for newly recruited staff. No new direct support staff should be engaged by CSV/OIDS or non-government organizations to work within Training Centres, Local Residential Service Teams, Community Residential Units or other direct support services without attending an induction course, probably of three to four weeks duration. The course should introduce them to an understanding of intellectual disability and the basic skill requirements of their task, as well as to the organization by which they are employed.

- **Transition training** for staff moving from Training Centres to community-based services. Staff who are currently employed within Training Centres need the opportunity for training in, and familiarization with, their role in a community-based service prior to taking up their new positions.

- **Case Management training**. Staff taking up positions as Case Managers will require training in their roles and responsibilities. The impact of the change in orientation in Regional Services from programme emphasis to client emphasis must not be under-estimated. Some 600 members of staff, allowing for 25 clients per case-manager plus an allowance for separations during or following re-training, will need to be retrained as case-managers.

  Service providers or agency staff should not be case-managers. They have their own interests to protect and these may conflict with the best interests of the individual or the requirements of the Plan. It is difficult for a staff member of an agency to hold his or her agency accountable for not doing its job for an individual.

  In order to function effectively, a case-manager must be:

  - independent of service-providers and funders and free of other potentially conflicting interests,
  - able to support individuals and their supporting networks effectively, to articulate needs and strengths and determine what will happen to individuals in the future,
  - knowledgeable about community resources available to meet the range of needs presented by the individual,
  - able to stimulate the development of required services not currently available,
  - able to negotiate effectively on behalf of the individual with funders and service providers,
  - able to stimulate and empower advocacy networks around individuals,
  - able to provide on-going technical resources and training to services providers.

  From these comments, it will be clear that the skill requirements of case-managers are significantly different from those of existing staff in Regional Services and Training Centres and adequate retraining will be essential.

- **Programme planning** training for service staff. Training in the preparation of General Service Plans and Individual Programme Plans needs to be available for case management and other service staff.

as well as to specialist staff who may form part of an interdisciplinary team responsible for client assessment and programme planning.

- **Support skills** training for parents, adoptive parents, foster parents, and other primary carers. Courses should be provided for parents who consider that they would benefit from learning specialist skills, and for people recruited as foster parents or adoptive parents, as well as for others who participate in schemes such as the Supplementary Family Scheme. Basic training should be a criterion for recruitment.

- **Supplementary skills** training for staff of generic services. There will be a need for training for staff of Local Government, State agencies, business organizations and community organizations who are involved in extending generic services to encompass clients who have an intellectual disability.

- **Supervisory** training for staff who take up more senior supervisory positions in service organizations.

- **Community relations** and interpersonal skills training. Staff need the opportunity to participate in training in this area to assist in the development of client and community-oriented services.

Courses in each of these areas of need should be developed within the Staff Education Resource Units, with priority given to the induction, training and retraining of direct support workers, including recruited foster parents and adoptive parents.

If the Units do not have the capacity to begin, without delay, the development of appropriate course curricula, this task should be contracted to appropriate external curriculum planning organizations. The training need is urgent and delays should be avoided by every possible means.

Accordingly we **Recommend** that:

***238.*** A co-ordinated training plan be prepared within which each of the Staff Education Resource Units will develop a specific role, offering either courses common to all Units or specialist courses unique to particular Units;

***239.*** Units begin without delay the process of extending the number and type of short training courses offered, to encompass at least the following areas:

- Induction courses for new recruits;
- Transition training for existing staff;
- Case management training;
- Programme planning;
- Support skills for recruited families and for parents;
- Supplementary skills for staff of generic service agencies;
- Supervisory skills for more senior staff;
- Community relations skills.

***240.*** Where Units do not have the current capability to begin the development of appropriate course curricula, external agencies be contracted to assist with this urgent task.

# 16. PLAN OUTCOME EVALUATION

*The redevelopment of services set out in this Plan comprises a large number of interlocking initiatives designed to enhance the quality of life for people with intellectual disabilities in Victoria. Those initiatives will need to be implemented at a sustained pace if the costs of transition are to be contained and the people with intellectual disabilities are to benefit from the changes as soon as possible.*

## 16.1 Evaluation Proposals

In this Report, we have emphasised the need for the continuing evaluation of progress against the Plan. This evaluation will take place at a number of levels and involve a number of organizations.

At the highest level, the Government will receive reports from the Cabinet Sub-Committee on Intellectual Disability Services on the progress being made across the whole of the Government sector in terms of opening up services and opportunities for people with intellectual disabilities. The Audit and Review Unit, whether this be established within the Department of Premier and Cabinet or Community Services Victoria, will report to the Sub-Committee on the action which each government agency has taken to conform with the principles of the Intellectually Disabled Persons' Services Act 1986.

The Intellectual Disabilities Council will, through its responsibilities for monitoring community response to the service system, report to the Minister at regular intervals on the effectiveness of the changes which occur from the point of view of the consumers of those services—people with intellectual disabilities and their families.

CSV/OIDS will, through their management information reports and the regular use of the Performance Indicators set out in this Report, monitor the progress of each region, Training Centre and service-provider against their annual targets and budgets and report on this progress to the Minister and the public through their Annual Report.

At the local level, the regular reviews of General Service and Individual Programme Plans involving Case Managers, service-providers, clients and families will be a vital part of the overall evaluation process and will provide detailed information available to the Regional Planning Committees. Inputs to the planning process in terms of the evaluation of progress will also be received from the Commonwealth and Local Government representatives on those Committees.

The degree to which actions satisfy the objective of improving the quality of life for clients and the manner in which the actions may need to be modified and improved in the light of local practical experience will also be determined by an independent and external evaluation of the the client outcomes.

It is proposed that an external evaluation of the Plan initiatives be conducted by an Evaluation Unit located in a tertiary institution, the Unit to comprise staff of the institution assisted by seconded personnel from CSV. It should receive advice from a Consultation Committee comprising individuals with expertise in the evaluation of human service programmes, especially those pertaining to intellectual disability services.

The objective of the Unit will be to evaluate the implementation of the Plan in terms of client outcome and environmental impact and to report, on a regular basis, to service providers, Government and other interested parties on each programme and on the overall process of service redevelopment .

The location of the evaluation Unit within a tertiary institution fulfils the legislative requirements set out in parts f, j & k of the Intellectually Disabled Persons' Services Act 1986 and permits ready access to relevant resources such as academic expertise, library facilities, and social science computing systems. The selected institution should possess particular expertise in programme evaluation with a strong commitment to objective assessment in natural settings.

We therefore **Recommend** that:

***241.*** The monitoring, evaluation and reporting responsibilities of the Audit and Review Team, the Intellectual Disabilities Council, the Cabinet Sub-Committee on Intellectual Disability Services and CSV/OIDS be co-ordinated to ensure that regular and consistent reports on all aspects of service redevelopment are prepared and disseminated.

***242.*** Detailed discussions be held with appropriate tertiary institutions to establish an Evaluation Unit to provide an on-going external evaluation of the client outcome resulting from the implementation of the initiatives set out in this Report.

# SECTION D:

# IMPLEMENTATION OF CHANGE

# 17. IMPLEMENTATION

*In this section of the Report, we set out the major elements of the Plan, discuss the manner and sequence in which those elements are to be implemented, describe and recommend on key processes for introducing change and summarise the projected outcomes of the Plan.*

*In a project as complex as this, there are many possible programmes of activity, in terms of the timing of particular changes and the scale of activity from year to year. In preparing the Report, we have examined a variety of possible alternative programmes, and have elected to present in the Report the programme which, in our view, best satisfies the objectives of the Intellectually Disabled Persons' Services Act 1986, and at the same time is the most cost effective.*

*The interaction of costs and timing is crucial in a Plan of this nature, in that the scale of activity from year to year will affect the total long-term costs of change, while, at the same time, the level of funds available will affect the scale of annual activity. What is evident from our financial analysis is that the scale of annual activity must be sufficiently large to bring about significant change, to avoid a situation developing, after two or three years, where the Government is operating both an expensive community-based system of services and an increasingly expensive system of institutional services.*

*In this section we therefore set out our preferred programme for the development of new specialised support services for people with intellectual disabilities, and the outcomes of that programme after five and ten years. The population assumptions on which the programme is based are set out in Appendix F, and the detail of projected costs of implementation and the required financial outlays are presented in Chapter 18. We have provided CSV/OIDS with financial models which will allow annual forward planning of services and funding as a basic means of monitoring performance in accordance with the Plan.*

*As an introduction to the preferred programme we have discussed the key processes by which change is planned to take place, both to provide clear guidelines as to what is expected of new systems of services and to illustrate how we consider changes should be planned and introduced. We have made a number of recommendations with respect to these processes of change.*

## 17.1 New Service Initiatives

The **essential service redevelopment** elements of the Plan are:

- immediate and progressive opening up of services available to all members of the community to people with intellectual disabilities to increase the range of choice available to them and their families and to widen the base of support;
- strengthening specialist support services where necessary, including Specialist Child and Family Services, to assist people with intellectual disabilities and their families to gain access to opportunities and services which are available to other members of the community;
- increasing the range of services to support families with children who have an intellectual disability and are living at home, as well as for families unable to maintain their child at home;
- providing specialist advice from CSV/OIDS to State, Commonwealth, Local Government and the providers of other services available generally to the community, to enable them to extend their service to provide support for people with intellectual disabilities;
- developing stronger regional management within CSV/OIDS, with consequent changes in the structure and role of the Central Office;
- introducing Case Management as a central activity of CSV/OIDS at the regional level to ensure that every client has a personal and direct contact with a member of staff whose primary concern

is to assist clients to gain access to appropriate services and to maintain contact with clients and their families;

- introducing a wide range of housing options for people with intellectual disabilities including increased access to public housing and schemes to support private home ownership;
- developing flexibly managed and staffed Local Residential Service Teams as a primary approach to the delivery of supplementary residential support services;
- increasing access to integrated educational opportunities for people with intellectual disabilities in the primary, secondary and post-secondary education systems, involving the development of specialist support services and curricula in each case;
- restructuring the role and functions of Adult Day Training Centres as Providers of Further Education, where training for adults with intellectual disabilities will be provided in integrated settings;
- adopting affirmative action programmes to support the employment of people with intellectual disabilities, including the introduction of expanded specialist employment support programmes;
- redeveloping day programmes for adults with intellectual disabilities to include, wherever possible, employment or pre-vocational training which can lead to employment, but also additional innovative day programmes for both community and Training Centre residents;
- redeveloping programmes and services within, and associated with, State Training Centres to improve the quality of life for clients while they remain residents;
- developing new leisure and recreation support services;
- establishing new services within the justice system, including a Justice Services Advisory Unit, and secure accommodation for offenders with an intellectual disability;
- developing new behaviour management, emergency respite and psychiatric services;
- expanding programmes of community education;
- increasing resourcing of research, and of public health and preventive measures;
- expanding significantly the training opportunities for people concerned with the provision of services to people with intellectual disabilities, either in direct service roles or in generic services, potential foster parents, members of supplementary families and natural families;
- renegotiating Funding and Services Agreements to specify the services to be provided by the contracted organization in exchange for funding and the means by which performance under the contract will be evaluated, and to introduce more flexible financial arrangements;
- establishing an Intellectual Disabilities Council advising the Minister on community-based services for people with intellectual disabilities, the process and progress of change, community education and related matters; and
- introducing formal systems for evaluation, monitoring and review of intellectual disability services and the processes of adaptation of generic services.

In combination, these and related measures discussed in detail in the Report will result in a progressively expanded system of community-based services for people with intellectual disabilities and their families which will:

- provide additional support to people in the community who have intellectual disabilities; and
- provide community-based accommodation and services for people currently residing in Training Centres and other forms of large scale congregate care.

The introduction of new services and systems of support will take place over a number of years. The Plan provides for growth in funding the development of both existing and new services and support at a sufficient scale, once fully operational, to provide capacity to service additional clients each year, thus giving scope to meet the needs not only of clients already in the community but also of people relocating from Training Centres.

Within ten years, the requirement for institutionalised Training Centre accommodation and other large-scale congregate care services should have been reduced to a minimum, while, at the same time, the range, scope and coverage of community-based services will have been dramatically extended.

The first year of implementation of the Plan will be primarily concerned with establishing new service and support systems, involving CSV/OIDS, other State Government agencies, Local Government and community organizations. As services are developed and capacity to support new clients is available, people with intellectual disabilities, who are either resident in the community and in need of services and support or are residents of Training Centres, will be able to access those services, as will families in need of support.

Continued funding of service expansion over the subsequent three to five years will enable additional people each year to benefit from new and expanded services and will lead to a reducing requirement for Training Centre accommodation and support.

After five to seven years resource re-allocation between services, associated with the closure of Training Centres, will reduce the need for additional funds while allowing further growth in the capacity of community-based services.

Within the ten year period, some of the existing Training Centres will be redeveloped to provide a range of specialist services, while others will be closed or converted to alternative uses.

There are many organizational, policy, administrative and operational changes recommended throughout the Report in a wide range of State, Local Government and community organizations, in the business sector, in Community Services Victoria and in the Office of Intellectual Disability Services. These will influence, significantly, the way existing and new services are developed and provided.

In addition, the extension of the scope of generally available community services to encompass the needs of people with intellectual disabilities will create expanded and improved opportunities for their support.

There are, however, new and expanded specialist services recommended in the Plan, and these are briefly summarised below.

### 17.1.1 Specialised Services in the Community

When the recommendations of this Report are adopted and implemented, and depending on resources allocated by the Government:

- **Local Residential Service Teams** will be created to provide support services for up to 600 additional new clients each year living in, or moving to, community accommodation.
- **Respite Homes** will be established during each of the first four years of the Plan at a rate of nine houses per year. At the end of four years, each Region will have one home for children and one for adults.
- **Emergency Respite Homes** will be established in each Region to provide services for people with urgent accommodation needs or in times of crisis. The Plan envisages nine of these being established in each of the first four years, providing one home for children and one for adults in each Region.
- **Adult Day Training Centres** will be redeveloped as Providers of Further Education, to provide, by the end of the ten year period, for an additional 3,000 people to participate in programmes offered at these centres.
- A new **Development Programme** will be funded, to provide developmental Day Programmes for current residents of Training Centres and for people with severe and profound intellectual disabilities.
- Funding will be provided for a new **Employment Support Programme**, which will be utilised by organizations providing employment opportunities for people with intellectual disabilities.
- A new **Youth Trainee (Work Experience) Scheme** will be established to provide wage subsidies to employers of young adults with intellectual disabilities whilst those people are attending Further Education courses at the same time as they are being employed.
- New **Leisure and Recreation** programmes are to be developed, in conjunction with the Department of Sport and Recreation.

### 17.1.2 Specialist Child and Family Services

- **Specialised Foster Care** is to be funded for 30 additional children in each year of the Plan.
- Funding is recommended for a new **Supplementary Family Scheme**, within the foster care system, to have a capacity of 60 places in the first year, a further 60 in the second year and a further 20 places in each year thereafter, to enable shared support for a child between the natural family and a recruited supplementary family.

- **Childrens' Group Homes** will be established to accommodate up to 250 children after the first year of the Plan. This number will increase by 30 in each of the following years.

### 17.1.3 Adult Accommodation

- An **Equity Housing Co-operative Scheme** will become a major source of home ownership for adults with intellectual disabilities during the period of the Plan. Funding has been proposed for up to 160 people to join the scheme in the first year, up to 400 in the second year and up to 500 in each of the following years.
- Each year, up to 35 **Adult Group Homes** will be rented by clients from the Ministry of Housing, providing accommodation for approximately 1,000 people over the ten years.
- Additional funding is included for **Adult Home Board** to provide places for 20 adults in each year of the Plan.

### 17.1.4 Services for Training Centre Residents

- **Service redevelopment** in Training Centres will involve the establishment of additional and new opportunities for residents to participate in daily programmes in community settings, the transfer of specialist staff from Training Centres to Regional Services and reorganization of their roles in providing services to Training Centre residents, and new arrangements for participation by Training Centre residents in vocational training and employment.
- **Behaviour Management services** will be established within Eagle Unit at Colanda and at Moorakyne Hostel at Kew to provide for some clients with severe behavioural difficulties, to provide specialist support to CSV/OIDS Regional Services and to provide assistance to Training Centre residents with special needs relocating to community-based accommodation.
- A **secure residential facility** will be established to accommodate offenders transferred from the prison system under Section 21 of the Intellectually Disabled Persons' Services Act 1986. Arrangements will also be made for the accommodation of offenders sentenced under Sections 393 and 420 of the Crimes Act 1986.
- Emergency **hostel accommodation** will be developed for people sentenced by the Courts under Section 20 of the Intellectually Disabled Persons' Services Act 1986 and placed in the care of the Director-General of Community Services Victoria.

### 17.1.5 Residential Relocation

- In the first full year of the Plan, up to 200 clients (including all children) will have the opportunity to relocate from State Training Centres to the community and accommodation will be provided for 200 children currently on Regional waiting lists.
- In successive full years, clients will have the opportunity to relocate from State Training Centres at the rate of up to 400 clients per year and accommodation will be arranged for these clients plus an additional 200 or more clients per year from Regional waiting lists.

Priority will also be given to assisting children in other inappropriate congregate care settings to relocate, as Specialised Foster Care, Children's Group Homes and other services progressively become available.

- Over subsequent years, the programme will be maintained at a scale sufficient to assist not only residents of Training Centres relocating to community-based accommodation and services but also adult clients currently in other congregate settings such as private Training Centres, Special Accommodation Houses, Nursing Homes and hostels.
- The needs of clients currently in community-based accommodation, but requiring alternative accommodation and support, will also be met. The Plan proposes that alternative accommodation for 200 clients already in the community will be arranged in each year of the programme.

### 17.1.6 Staff Training

- Expanded programmes of **professional training** for CSV/OIDS staff will be introduced to address the current backlog of trained staff and to prevent a recurrence of such a backlog.

- Short training courses in **skills development** for 400 people from other government agencies, Local Government and the community will be provided each year. Short training courses for generic services staff are included for 200 persons per year.
- **Case Managers** for CSV/OIDS Regional Services will be trained at a rate of 100 per year until the number who have received training is about 600. From this point on, training courses for 25 people each year will be required to cover growth and separations.
- New **induction courses** for CSV/OIDS staff recruits will be provided, as a requirement prior to staff taking up duties, especially in direct support roles.
- Provision is made for **overseas exchange** of staff to enable Victoria to benefit from practices and experiences elsewhere.

### 17.1.7 Other Service Initiatives

- New **Justice Services** to support people with intellectual disabilities within the Justice System will be introduced, including the establishment of a Justice Services Advisory Unit and the development of secure facilities for the accommodation of offenders with intellectual disabilities whose needs cannot be met within the prison system.
- New **behaviour management** support services are to be introduced to assist people with intellectual disabilities who also have difficult behaviour patterns.
- **Psychiatric services** for people with intellectual disabilities are to be redeveloped, with a new Unit at Kingsbury proposed to be developed under the auspices of the Health Department Victoria.
- Transport services and support for people with intellectual disabilities are planned to be integrated progressively within the Ministry of Transport's **Community Transport** programme.
- The operations of the **Intellectual Disabilities Council** are proposed to be funded throughout the Plan period.

The majority of these initiatives will require detailed planning before the new or expanded services can be introduced. The planning will involve not only CSV/OIDS management and staff at Central and Regional levels but also personnel in other Government and non-Government agencies. The co-ordination of this planning will be an essential role in the redevelopment of the service system.

## 17.2 An Area-based Service System

To achieve the objectives of the Intellectually Disabled Persons' Services Act 1986 and to take full advantage of the regional structure of services adopted by the Government for many of its agencies and the services they provide, it is essential that the planning, management and delivery of services for people with intellectual disabilities are conducted on a regional and local government area basis as well as at State level.

There must be a clear and dominant area focus in the provision of services which forms the context for service planning and development, service management and delivery and service funding. Local Government areas appear to us to be the most logical basic unit for service planning and delivery, with more specialised services developed at the regional level and, where extremely specialised services are involved, at the State level.

Adopting an area focus for service planning, development and delivery will create a need for more effective co-ordination between agencies in the service system, but at the same time will create a strong framework for that co-ordination. The Act requires the preparation of Regional Plans within the context of a State Plan, and the process of preparation of Regional Plans will be an important point of co-ordination between agencies and organizations.

It will be particularly important that Local Government is involved in the preparation of Regional Plans, especially given the potential we have emphasised for services for people with intellectual disabilities to be provided through Local Government using HACC and other funding.

The Commonwealth and the non-government sector should also be involved in the preparation of Regional Plans.

The value of an area-based approach will become particularly evident where, in addition to providing support for people already in the community, the service system will be required to accommodate former Training Centre residents moving to community-based accommodation and services.

Training Centre residents come from all over Victoria, and are likely to seek relocation to a wide variety of locations. That means that support services need to be developed State-wide, and the timing of their development must be related to programmes to assist residents of individual Training Centres to relocate to community settings.

The Regional Plan preparation process will enable the identification of regional service needs which arise from people seeking to move to each Region from Training Centres or other forms of congregate care, as well as needs arising from the service requirements of people already resident in each Region.

The requirement for each Region to plan for services for people moving to that Region will be set by State-wide programmes and priorities which establish the rate at which alternative accommodation and support services are to be developed for former residents of Training Centres and other inappropriate congregate care facilities and the allocation of resources to each Region to establish new services and facilities.

The provision of direct service and support through generic programmes provided by the full range of State instrumentalities and by both Local Government and the Commonwealth will be a primary characteristic of the services system of the future. More specialised services through programmes such as the HACC programme and through specialised funded services such as Local Residential Service Teams will complement generic services and will become the primary means of providing intensive support for clients in the community.

The essential nature of these proposed service arrangements is that they are flexible in their scale of operations and their possible mix of staff, and can, therefore, reflect the specific support needs of the clients in the area in which they provide services.

Developing residential and other support services for an area should generally follow the sequence below:

- **plan the area's needs**, based on information about the needs of eligible clients currently resident in the community in each area, as well as information on Training Centre residents' areas of origin and likely preferences for relocation;
- **access regional information** about service system capabilities in each area and the capacity of existing generic and specialist services to support new clients, with or without additional funding;
- **locate and obtain housing** where additional accommodation is needed for clients whether already resident in the area or likely to move to it. All available mechanisms for obtaining homes should be utilised as appropriate;
- **identify the geographic area** in which the particular service-providers are prepared to provide services. Local Government for example, is likely to wish to provide residential support services only within the whole or part of a Local Government area. In other cases, the area serviced by a CSV/OIDS staffed Local Residential Service Team may be determined by the physical location of residential areas in which clients live and the convenience of organising effective local services. Too large an area will result in excessive travelling time on the part of team members and loss of flexibility in allocating resources;
- **identify the clients** who live in the defined area together with those currently living in Training Centres or elsewhere who are likely to wish to relocate to the area because of family contacts or other expressed wishes;
- **examine the General Service Plans** for each of the clients in the area or wishing to move to the area and, in co-operation with the Case Manager or Managers, estimate their need for both generic and specific specialist services. These may vary from full-time residential support to occasional counselling;
- **establish the needs** which can best be met through existing or expanded generic residential support services, and those for which specialised support is necessary;
- **identify the preferred service providers** for each type of required service, who will either be current service organizations (generic or specialist), Local Government, funded non-profit organizations established specifically for the purpose, CSV/OIDS or contracted Local Residential Service Teams, or other appropriate community-based organizations;
- **identify staff requirements** which may vary from permanent full-time staff through to sessionally employed paramedical staff and will incorporate staff requirements to cover holidays and training plus appropriate management, supervision and administrative support;

- **recruit staff** in accordance with the identified need, or provide funding to appropriate generic services to provide support to the clients;
- **assist residents to relocate** to the area or to new accommodation within the area, and assist them to establish in their new homes and other support services;
- **review client support needs** at regular intervals, as individual Programme Plans and General Service Plans are reviewed;
- **review the staffing numbers and mix** at regular intervals (which may coincide with the review of client GSP's) or when there are changes in the client population in the service area. This may result from new clients being registered, clients moving to or from the area, or from client deaths; and
- **establish expanded or additional services** as needs change.

The specific sequence of events may vary for particular groups of clients—for example, a group of former Training Centre residents purchasing a home through the Housing Co-operative may require the funding of a specialist non-profit group to provide support in the area in which they elect to live and in which no service is currently available. This leads to a need to co-ordinate the purchase of their dwelling with the contracting of a service organization.

A second example might involve clients moving from more than one Training Centre to a home rented privately on their behalf and for whom specialist support services are arranged through a CSV/OIDS Local Residential Service Team established in that area.

In another case, a group of clients moving to a Ministry of Housing and Construction dwelling may require only the support of a generic service provider to meet their needs, and arrangements, including funding, will need to be made with that provider.

In yet another possible case, an existing Residential Association managing Community Residential Units may, with some additional funding, appropriately extend their service coverage to support clients whose families are assisting them to purchase a home through the Equity Housing Co-operative.

In each instance however, and assuming that the services provided are well managed and frequently evaluated to ensure their quality, the focus is on matching clients, their homes and their services within an area framework and utilising the maximum possible range of service providers in order to do so.

The range of possible outcomes highlights the need for effective area-based planning and service development, good information, close contact and co-ordination with existing service providers and with Local Government, and an awareness of the numbers of new clients likely to need support in an area each year, whatever their source.

We **Recommend** that:

> ***243.*** Regional Plans for service development and the provision of new services ensure that not only are the needs of clients in that Region met but also that clients relocating from Training Centres and other facilities have the opportunity to move to the area of Victoria they prefer, and that services are planned and made available in a manner which places minimal limitations on their choices.
>
> ***244.*** The area focus of services reflects the principle that clients have available to them services provided and managed within the area in which they elect to live, and local development and delivery of services is emphasised and strengthened through Regional planning processes which involve Local Government and local community organizations in as intensive a manner as is practicable.

## 17.3 Sequence of Service Redevelopment Activities

The introduction of new and expanded community-based services will occur progressively over the next three years, and, beyond that period, there will need to be an expansion of service capacity to accommodate additional clients relocating from Training Centres and those currently living in the community.

Initially, significant efforts will need to be made to have new services established, and this process is likely to take up the first eighteen months after adoption of the recommendations of this Report and the allocation of appropriate resources.

During this time, as new service capacity becomes available, decisions will need to be taken as to who is to benefit from the availability of new services. These choices will depend on where services are established, who is providing them, the extent of known needs, and the priority given to Training Centre residents relative to community-based clients in accessing new services.

It is our view that equivalent access to new services must be given to clients in the community and to Training Centre residents, and that to do otherwise infringes both the principles of, and the law relating to, equal opportunity.

However, it will be essential, given that resources cannot be made immediately available to meet known needs, that priorities are applied. We consider that establishing these priorities is a process which will require some Central Office management, and should reflect the following criteria:

- all clients, irrespective of their current living arrangements, have equal opportunity to access new services;
- priority of access must be provided to clients whose needs are urgent and relate to preservation of the client's health and well-being or to a crisis in his/her life;
- people with greater support needs have priority over people with lesser needs;
- priority is to be given to people relocating from inappropriate accommodation and services, and to Training Centre residents whose priorities are set within an annual programme; and
- where other criteria are neutral, the earliest registered clients receive priority over the more recently registered.

The need to establish priorities within allocations of funds sufficient to provide significant annual increments in service system capacity, and to plan for the eventual closure of some Training Centres, means that, each year, decisions must be taken on the number of places to be available for clients currently in the community and the number to be available for clients currently resident in Training Centres.

Those decisions, discussed later in more detail, will provide the framework within which individual clients access specialised services each year.

There will, of course, be a measure of flexibility in the system, but the degree of flexibility and the scale at which new services can be developed will be dependent on annual resource allocation decisions taken by the Government.

In order to have a significant impact on the structure of services over the next ten years, and to provide sufficient scope in the new system of services to enable institutional services to be largely replaced by community-based services, we have planned on the basis that funds should be available for sufficient service expansion to provide for 600 additional clients in the community each year, once the programme is fully operational. This relates particularly to the provision of accommodation and residential services, which are the driving elements of the process of change. A "target" of this order will need to be established and adhered to so that not only can Training Centres be closed but community needs can be met.

Formal Waiting Lists for clients awaiting services in each Region will need to be established to assist in the planning process, and these must include Training Centre residents as well as clients in the community.

Over the ten year period, the sequence of service development and Training Centre closure can be varied as circumstances and priorities change, but a planning and decision making process must be managed each year to ensure that progress is achieved, is consistent from year to year and reflects actual implementation experience.

As a basis for costing the Plan, and to provide guidance on the manner in which we consider service redevelopment should proceed over the next few years, we have developed an initial programme, which provides the commencement framework for implementation and has the following elements:

- In the initial stages of implementation, work will involve publicising the outcomes of the Plan, commencing the development of new services, completing appropriate industrial arrangements, and meeting the needs of clients with high priority for service and support. These will include children in institutions, adults at home with ageing parents, and others known to be in urgent need of support.
- In the first full year of the Plan, assuming a capacity to provide new services and support for 400 clients, 200 clients (including all children) from State Training Centres would be provided alternative

| Residential Category | 1987/88 | | | 1988/89 | | | 1989/90 | | | 1990/91 | | | 1991/92 | | | 1992/93 | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Children | Adults | Total | Children | Adults | Total | Children | Adults | Total | Children | Adults | Total | Children | Adults | Total | Children | Adults | Total |
| Colanda | 20 | 143 | | | 150 | | | 150 | | | 150 | | | 150 | | | 150 | |
| Kingsbury | | 75 | | | 50 | | | 50 | | | 50 | | | 50 | | | 50 | |
| Janefield | 22 | 396 | | | 381 | | | 200 | | | | | | | | | | |
| Caloola | | 565 | | | 557 | | | 400 | | | 270 | | | | | | | |
| Sandhurst | | 44 | | | 20 | | | 20 | | | 20 | | | 20 | | | 20 | |
| Pleasant Creek | 13 | 107 | | | 107 | | | 107 | | | 107 | | | 107 | | | | |
| Kew Cottages | 1 | 772 | | | 772 | | | 772 | | | 772 | | | 704 | | | 541 | |
| St Gabriels | 26 | 1 | | | 30 | | | 30 | | | 30 | | | 30 | | | 30 | |
| Aradale * | | 218 | | | 186 | | | 156 | | | 117 | | | 80 | | | | |
| Brierly * | | 25 | | | | | | | | | | | | | | | | |
| Mayday Hills * | | 163 | | | 138 | | | 106 | | | 75 | | | 50 | | | | |
| **Training Centre Total** | | | 2591 | | | 2391 | | | 1991 | | | 1591 | | | 1191 | | | 791 |
| Private Training Centres | | 169 | | | 169 | | | 169 | | | 169 | | | 169 | | | 169 | |
| Community Residential Units – State | 114 | | | 114 | | | 114 | | | 114 | | | 94 | | | 74 | | |
| Community Residential Units – Non Government | | 539 | | | 539 | | | 539 | | | 539 | | | 539 | | | 539 | |
| Group Homes | 84 | | | 84 | | | 84 | | | 84 | | | 64 | | | 44 | | |
| Hostels | | 247 | | | 247 | | | 247 | | | 247 | | | 247 | | | 247 | |
| Nursing Homes | | 78 | | | 78 | | | 78 | | | 78 | | | 78 | | | 78 | |
| Special Accommodation Houses | | 685 | | | 685 | | | 685 | | | 685 | | | 685 | | | 685 | |
| Adult Home Board | | 14 | | | 14 | | | 34 | | | 54 | | | 74 | | | 94 | |
| Independent Living Support | | 45 | | | 45 | | | 65 | | | 85 | | | 105 | | | 125 | |
| Cluster Apartments | | 7 | | | 7 | | | 7 | | | 7 | | | 7 | | | 7 | |
| Specialised Foster Care | | | | 30 | | | 60 | | | 90 | | | 120 | | | 150 | | |
| Supplementary Family Scheme | | | | 60 | | | 120 | | | 140 | | | 160 | | | 180 | | |
| Children's Group Homes (MOH) | | | | 160 | | | 180 | | | 200 | | | 220 | | | 240 | | |
| Children's Group Homes (Private) | | | | 90 | | | 100 | | | 110 | | | 120 | | | 130 | | |
| Adult Co-op Housing | | | | | 150 | | | 560 | | | 1060 | | | 1560 | | | 2060 | |
| Adult Group Homes (MOH) | | | | | 105 | | | 210 | | | 315 | | | 420 | | | 525 | |
| Adult Group Homes (Private) | | | | | 40 | | | 80 | | | 120 | | | 160 | | | 200 | |
| Adults with Family (Residential Waiting List) | | 1136 | | | 1113 | | | 945 | | | 773 | | | 598 | | | 421 | |
| Adults with Family | | 2183 | | | 2183 | | | 2183 | | | 2183 | | | 2183 | | | 2183 | |
| Children with Family (Residential Waiting List) | 279 | | | 50 | | | | | | | | | | | | | | |
| Children with Family | 2285 | | | 2265 | | | 2196 | | | 2122 | | | 2092 | | | 2065 | | |
| **Totals** | **2844** | **7612** | **10456** | **2853** | **7776** | **10629** | **2854** | **7793** | **10647** | **2860** | **7906** | **10766** | **2870** | **8016** | **10886** | **2883** | **8124** | **11007** |

| Residential Category | 1993/94 | | | 1994/95 | | | 1995/96 | | | 1996/97 | | | 1997/98 | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Children | Adults | Total | Children | Adults | Total | Children | Adults | Total | Children | Adults | Total | Children | Adults | Total |
| Colanda | | 150 | | | 150 | | | 150 | | | 150 | | | 150 | |
| Kingsbury | | 50 | | | 50 | | | 50 | | | 50 | | | 50 | |
| Janefield | | | | | | | | | | | | | | | |
| Caloola | | | | | | | | | | | | | | | |
| Sandhurst | | 20 | | | 20 | | | 20 | | | 20 | | | 20 | |
| Pleasant Creek | | | | | | | | | | | | | | | |
| Kew Cottages | | 141 | | | | | | | | | | | | | |
| St Gabriels | | 30 | | | 30 | | | 30 | | | 30 | | | 30 | |
| Aradale * | | | | | | | | | | | | | | | |
| Brierly * | | | | | | | | | | | | | | | |
| Mayday Hills * | | | | | | | | | | | | | | | |
| **Training Centre Total** | | | 391 | | | 250 | | | 250 | | | 250 | | | 250 |
| Private Training Centres | | 169 | | | 169 | | | 169 | | | | | | | |
| Community Residential Units - State | 54 | | | 34 | | | | | | | | | | | |
| Community Residential Units - Non Government | | 539 | | | 539 | | | 539 | | | 359 | | | | |
| Group Homes | 24 | | | 4 | | | | | | | | | | | |
| Hostels | | 160 | | | 60 | | | | | | | | | | |
| Nursing Homes | | 50 | | | | | | | | | | | | | |
| Special Accommodation Houses | | 641 | | | 591 | | | 251 | | | | | | | |
| Adult Home Board | | 114 | | | 134 | | | 154 | | | 174 | | | 194 | |
| Independent Living Support | | 145 | | | 165 | | | 185 | | | 205 | | | 225 | |
| Cluster Apartments | | 7 | | | 7 | | | 7 | | | 7 | | | 7 | |
| Specialised Foster Care | 180 | | | 210 | | | 240 | | | 270 | | | 300 | | |
| Supplementary Family Scheme | 200 | | | 220 | | | 240 | | | 260 | | | 280 | | |
| Children's Group Homes (MOH) | 260 | | | 280 | | | 300 | | | 320 | | | 340 | | |
| Children's Group Homes (Private) | 140 | | | 150 | | | 160 | | | 170 | | | 180 | | |
| Adult Co-op Housing | | 2560 | | | 3060 | | | 3560 | | | 4060 | | | 4560 | |
| Adult Group Homes (MOH) | | 630 | | | 735 | | | 840 | | | 945 | | | 1050 | |
| Adult Group Homes (Private) | | 240 | | | 280 | | | 320 | | | 360 | | | 400 | |
| Adults with Family (Residential Waiting List) | | 242 | | | 61 | | | | | | | | | | |
| Adults with Family | | 2183 | | | 2183 | | | 2063 | | | 1882 | | | 1700 | |
| Children with Family (Residential Waiting List) | | | | | | | | | | | | | | | |
| Children with Family | 2042 | | | 2021 | | | 2000 | | | 1943 | | | 1887 | | |
| **Totals** | **2900** | **8071** | **10971** | **2919** | **8234** | **11153** | **2940** | **8338** | **11278** | **2963** | **8342** | **11305** | **2987** | **8386** | **11373** |

*Department of Health Budget. MOH = Ministry of Housing accommodation and services in the community. In addition, accommodation and services would be provided for 200 children currently on Regional Waiting Lists.

- In successive full years, clients would relocate from State Training Centres at the rate of up to 400 clients per year, and accommodation and support services arranged for these clients plus an additional 200 community-based clients per year from Regional Waiting Lists. Training Centres would be closed or transferred to alternative uses in a planned sequence based on:
  - client service needs;
  - the need for the facility to be used for an alternative, specialised purpose;
  - the size and condition of the Training Centre;
  - the waiting list for services for clients already in the community.
- The schedule we have developed assumes that accommodation and support services for 200 clients already in the community will be arranged in each year of the programme, with that number progressively increasing as the number of Training Centre residents relocating declines.

Table 17.1 sets out our preferred programme for development of accommodation and residential support services for people with intellectual disabilities currently living in Training Centres, in other inappropriate forms of accommodation, or listed on Regional Waiting Lists as needing support services and accommodation. The programme is based on the schedule described above, and shows both the build-up of capacity in new accommodation and support services, the progressive transfer of clients from inappropriate forms of accommodation and the planned programme of closure or conversions of Training Centre facilities. The population assumptions underlying the Table are presented in Appendix F.

It will, of course, be possible to vary our preferred programme from year to year in response to changing levels of resources and changing needs. It is also possible to change the ratio between Training Centre residents and other clients accessing new accommodation and services in any year, depending on needs at the time.

However, it must be recognised clearly that any diminution of either the overall scale of the programme each year, or of the numbers of Training Centre residents relocating, will extend the time period, already long, over which effective service redevelopment can take place, and will have significant cost implications arising from the prolonged operation of a dual service system.

Table 17.2 shows the related programme for the development of specialised residential and non-residential support services over the period of the Plan. Again there is a close relationship between scale of activity and resources available, and again it is apparent that the pace of development of new programmes and services must be sustained at significant levels over a number of years if there is to be any significant long-term impact on the quality, availability and character of services for clients.

## Table 17.2: NEW POLICY PROPOSALS - PLANNED CLIENT NUMBERS

| | 1988/89 | 1989/90 | 1990/91 | 1991/92 | 1992/93 | 1993/94 | 1994/95 | 1995/96 | 1996/97 | 1997/98 |
|---|---|---|---|---|---|---|---|---|---|---|
| Local Residential Service Team Capacity | 100 | 565 | 1192 | 1820 | 2453 | 3090 | 3732 | 4380 | 5038 | 5705 |
| Respite Capacity | 117 | 585 | 1053 | 1521 | 1872 | 1872 | 1872 | 1872 | 1872 | 1872 |
| Emergency Respite Home Capacity | 59 | 293 | 527 | 761 | 936 | 936 | 936 | 936 | 936 | 936 |
| Day Centre Capacity | 2825 | 3125 | 3425 | 3725 | 4025 | 4325 | 4625 | 4925 | 5206 | 5431 |
| Development Program Capacity | 100 | 500 | 900 | 1300 | 1700 | 2000 | 2000 | 2000 | 2000 | 2000 |
| Employment Support Capacity | 100 | 500 | 800 | 800 | 800 | 800 | 800 | 800 | 800 | 800 |
| Clients in Work Experience | 50 | 250 | 400 | 400 | 400 | 400 | 400 | 400 | 400 | 400 |
| Specialised Foster Care | 7 | 37 | 67 | 97 | 127 | 157 | 187 | 217 | 247 | 277 |
| Supplementary Family Scheme | 15 | 75 | 125 | 145 | 165 | 185 | 205 | 225 | 245 | 265 |
| Clients in Co-op Housing | 40 | 260 | 685 | 1185 | 1685 | 2185 | 2685 | 3185 | 3685 | 4185 |
| Clients in Rented Housing | 89 | 390 | 525 | 660 | 795 | 930 | 1065 | 1200 | 1335 | 1470 |
| Adult Home Board Capacity | 12 | 32 | 52 | 72 | 92 | 112 | 132 | 152 | 172 | 192 |

We **Recommend** that:

> *245.* The programme for the development of new accommodation and support services set out in the Report be adopted as the initial basis for service redevelopment. Priorities for client access to new services be established on an annual basis reflecting the allocation of funds, the need to plan for the closure of specific Training Centres and the availability of services in particular locations within the State.

## 17.4 Assisting Training Centre Residents to Move to Homes in the Community

The process of assisting Training Centre residents to move to homes in the community must be one which is sensitive to the needs of individual clients, and to the concerns of their families. It is one which must place the long-term interests of people with intellectual disabilities first, and which recognises and fully acknowledges their rights as Victorian citizens.

The primary concept underpinning the approach outlined below is that the Regional Services structure of CSV/OIDS is designed to promote effective service development and delivery **for that Region**. Part of that service development and delivery task is to take responsibility for people from that Region who have, in the past, only been able to receive services and support in institutions and who, because of past decisions, have been sent to placements outside the Region. Those clients should now have the opportunity to move to their community of choice, or to locations nearby, accessible to their families or other primary contacts, or, if they prefer, to live with friends they have made during their time as Training Centre residents.

The process we envisage is described below, and has several key players.

The key players are:

- the Community Accommodation Co-ordinator in CSV/OIDS Central Office, responsible for overall State-wide co-ordination and planning of the placements for clients in community-based accommodation and services and for setting annual targets for the development of services and the accommodation of clients;
- CSV/OIDS Regional Services, with the general responsibility for the development of community-based accommodation and services and the case management of clients in the community;
- the Client Assessment and Case Management Team within CSV/OIDS Regional Services, with the responsibility of assisting individual clients to obtain accommodation and services within the Region;
- the Service Planning and Development Team within CSV/OIDS Regional Services, with the specific responsibility of obtaining and funding services within each Region; and
- the Manager, Direct Support Services within each Region, who has the responsibility for managing any Training Centre(s) in that Region and the system of Community Residential Units and Local Residential Service Teams staffed directly by CSV/OIDS.

The process which it is intended these players should manage is as follows:

- It will be the responsibility of the CSV/OIDS Regional Services to know which clients in any State Training Centre were formerly residents of their Region, or have family or other primary contacts in that Region, or who wish to move to their Region. The team must regard themselves as responsible for the future of their Region's clients, even if they are residents of Training Centres outside that Region. There will need to be prepared Waiting Lists for each Region which include Training Centre residents seeking accommodation and services in that Region as well as clients who are residents of the Region.
- Each resident of a Training Centre will have a General Service Plan developed by an Interdisciplinary Team in consultation with the client and his/her family or primary carer. Each client will be assigned a Case Manager to facilitate the implementation of that General Service Plan and to maintain contact with the client and his/her family. Part of the General Service Plan will identify the type of accommodation most appropriate for that client, as well as the services and support he/she may need in his/her home, even if that home is, for the time being, a Training Centre.
- Each year, as part of the Regional Plans and State Plan required under the Act, a decision will be taken by CSV/OIDS, in consultation with Training Centres and Regional Services, on the number of people from Training Centres and the number of people from within the community for whom new accommodation and services will be developed. This decision will, when disaggregated by

Training Centre and by Region, provide the basic operational objectives for managers in the field for that year, and will also be the basis for allocating financial and other resources for new accommodation and services.

- The Community Accommodation Co-ordinator, will have the responsibility for matching known needs for supported accommodation, from all Regions and Training Centres, with resources available, and establishing the targets for each institution and each Region each year.

- CSV/OIDS Regional Services will be responsible for managing the process by which new clients from the community and Training Centre residents move to accommodation and services within that Region.

- CSV/OIDS Regional Services, each year, will have a "target" number of clients for whom accommodation and services are to be provided, drawn from waiting lists which they maintain and which include both Training Centre residents and community-based clients. Their task is to meet those targets, within the framework set down by the Community Accommodation Co-ordinator. General Service Plan information for each client will be used to establish the needs of the particular clients for whom new accommodation and services are to be provided.

- To illustrate the likely scale of the process, the programme may involve assisting some 20 to 25 residents of Training Centres to relocate each year into each of the 18 Regions. This means finding new accommodation and services for two or three people each month—a task which is clearly manageable. The additional task of assisting one or two people each month who are already in the community but need accommodation and services, should also be readily manageable by well-resourced Regional Services.

- The Service Planning and Development Team in each Region will be responsible for meeting "targets" for developing services (or funding other contracting agencies to do so) to meet the needs of both new and existing clients.

- The Service Planning and Development Team will also need to be aware of the generic and specialist services available in their Region which are funded by the Commonwealth and by Local Government, and must include those services within the spectrum of possibilities and opportunities for clients in their Region which they can utilise (this will require effective Commonwealth-State-Local Government co-operation in the service planning and funding process, as is discussed elsewhere in the Report).

- The Manager, Direct Support Services, will establish the need for additional capacity in the Local Residential Service Teams managed by CSV/OIDS to support clients for whom services through other community-based organizations in the Region are either not available or are inappropriate.

- Each month, Case Managers, the Manager, Direct Care Services and the Service Planning and Development Team must confer and decide when clients who are waiting for accommodation and services that year can move to their new homes and be provided with their service needs. Clients and their families or carers will be offered the opportunity, before final decisions are taken, of "trial visits" to ensure that what is being offered, particularly in terms of accommodation, is acceptable to all parties.

- The selection of clients to actually move to available accommodation and services will be evaluated each month to take into account any new and urgent needs which may have emerged, either among clients already in the community, or among residents in Training Centres.

- The Case Manager for each selected client must participate in the process, as should the clients and their families or primary carers. In the case of residents of Training Centres, who will be allocated a new Case Manager from Regional Services, the new Case Manager must also participate.

- These monthly meetings will serve as an internal audit on all participants on their performance on behalf of clients and with respect to their yearly targets or objectives. They will serve to identify problems in meeting objectives and in developing appropriate services, and to identify any gaps in services which need to be addressed.

- Once the client, the accommodation and the services are identified, responsibility passes to the Case Manager and the service providers to maintain the on-going support for that client in accordance with their General Service Plan and Individual Programme Plans.

The process outlined above, relying as it does on:

- General Service Plans to identify clients' needs,
- co-ordinated decision-making with respect to the provision of each client's accommodation and services, and
- on-going case management,

provides every opportunity for all clients (even those with special needs) to be cared for in community settings which will enhance both the quality of their lives and their opportunities for personal development.

The process is also designed to ensure that:

- clients moving from Training Centres do so in the full knowledge that accommodation and appropriate support services are available for them;
- CSV/OIDS maintains responsibility for the well-being of former Training Centre residents;
- the process of decision-making with respect to a client's future is a joint process involving the client, CSV/OIDS staff and families or primary carers;
- the client is offered choices about his/her future.

The development of accommodation and services within a Region for former Training Centre residents would only be a part of the general task of development of services for people with intellectual disabilities within a Region.

In any Region in any year, the total service development task will be to provide accommodation and support services both for clients who are former Training Centre residents and clients who are already in the community.

A chart setting out the basic annual process of establishing new services for people with intellectual disabilities currently in the community and others relocating from Training Centres is presented at Figure 17.1.

A key element in the process is knowing which Training Centre residents are seeking community-based accommodation and support at any point in time. Just as there are waiting lists held in each Region of clients seeking accommodation and support services, there need to be waiting lists prepared for Training Centre residents.

The waiting lists would be used as a basic planning tool, to assist in determining the annual programme for service development, and to provide the basis for decisions each year on both the numbers of people from the community for whom additional services are to be provided and the numbers of people from Training Centre who are to be offered community-based accommodation and support.

Accordingly we **Recommend** that:

> ***246.*** Within each CSV/OIDS Region, a skilled officer be appointed as Housing Manager, to assist people with intellectual disabilities to obtain housing suitable for their need within that Region, through as wide a variety of means as is possible.
>
> ***247.*** CSV/OIDS formally establishes an annual Programme Development Planning process, related to the timing of State budgetary decisions, to establish, each year, the scale and timing of service expansion and the allocation of resources between Regions for new services.
>
> ***248.*** CSV/OIDS formally establishes, without delay, Waiting Lists which identify, for planning and service development purposes, people in Training Centres seeking alternative community-based accommodation and services, and utilises these Waiting Lists, together with those held for each Region, for planning annual programmes of accommodation and service development and for assisting people to access new support services.

## 17.5 Redevelopment of Services within Training Centres

The Training Centres funded and operated by CSV/OIDS are the primary current form of residential service provided by the State Government for intellectually disabled adults, and some children. They are, for the most part, large institutions with populations of up to 800 people and they currently offer what is effectively whole-of-life care for their residents.

There are dedicated staff at all Training Centres working to provide high quality services in often very difficult environments. But there are also major physical, social and human problems associated with the continued

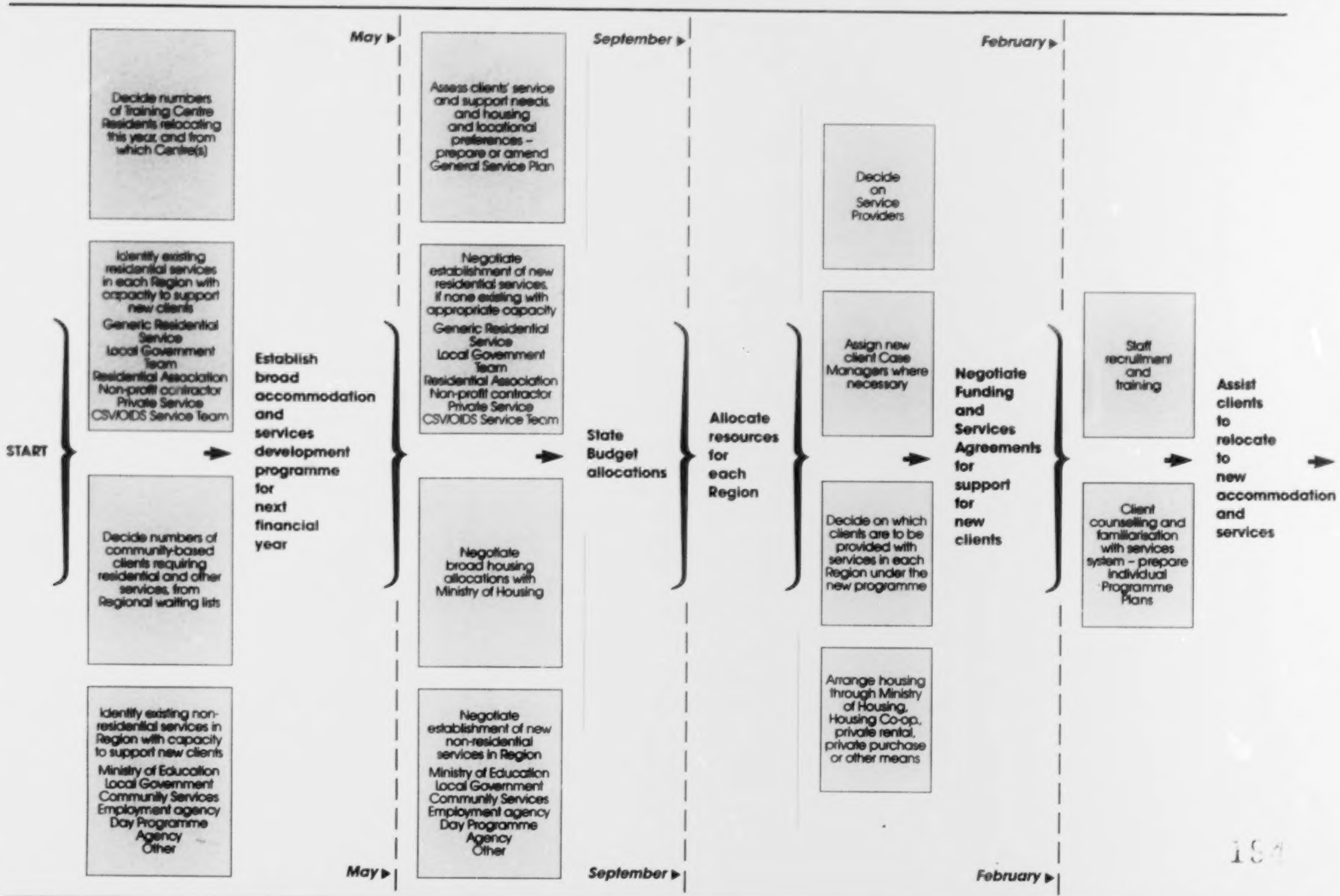
START
Decide numbers of Training Centre Residents relocating this year, and from which Centre(s)
Identify existing residential services in each Region with capacity to support new clients
Generic Residential Service
Local Government Team
Residential Association
Non-profit contractor
Private Service
CSVIOIDS Service Team
Decide numbers of community-based clients requiring residential and other services, from Regional waiting lists
Identify existing non-residential services in Region with capacity to support new clients
Ministry of Education
Local Government
Community Services
Employment agency
Day Programme Agency
Other
Establish broad accommodation and services development programme for next financial year
May ▶
Assess clients' service and support needs, and housing and locational preferences – prepare or amend General Service Plan
Negotiate establishment of new residential services, if none existing with appropriate capacity
Generic Residential Service
Local Government Team
Residential Association
Non-profit contractor
Private Service
CSVIOIDS Service Team
Negotiate broad housing allocations with Ministry of Housing
Negotiate establishment of new non-residential services in Region
Ministry of Education
Local Government
Community Services
Employment agency
Day Programme Agency
Other
May ▶
September ▶
State Budget allocations
Allocate resources for each Region
September ▶
Decide on Service Providers
Assign new client Case Managers where necessary
Decide on which clients are to be provided with services in each Region under the new programme
Arrange housing through Ministry of Housing, Housing Co-op, private rental, private purchase or other means
Negotiate Funding and Services Agreements for support for new clients
February ▶
Staff recruitment and training
Client counselling and familiarisation with services system – prepare individual Programme Plans
Assist clients to relocate to new accommodation and services
February ▶

Figure 17.1: THE PROCESS OF ASSISTING CLIENTS TO ACCESS COMMUNITY-BASED ACCOMMODATION AND SERVICES

operation of Training Centres, not the least being that they are, as a form of service and in their current form, contrary to the principles of the Intellectually Disabled Persons' Services Act.

Two objectives of the Act are as follows:

> *"To ensure that intellectually disabled persons in institutions have the opportunity to live in community-based accommodation with the benefit of services"*

and

> *"To promote a high quality of care and developmental programming for intellectually disabled persons while they continue to reside in institutions."*

A major purpose of this Report is to provide a basis for the development of a system of services for people with intellectual disabilities which replaces, over time, the need for whole-of-life institutional support of the type provided in Training Centres. Both the residents and the staff of Training Centres will benefit from a new service system which offers them the opportunity to live, work and participate in community life.

Nevertheless, unless and until appropriate alternative services are developed, life in Training Centres is the primary option available for some 2,700 Victorians with an intellectual disability. As the Act indicates, it is a responsibility of the Department of Community Services, and hence of CSV/OIDS, to ensure that those people who do continue to live in Training Centres obtain services and support of a high standard.

The process of offering people who are residents in Training Centres alternative accommodation, programmes and opportunities in the community will take several years. It is fundamental that, during the period that Training Centres remain a significant part of the CSV/OIDS service system, the quality of life for residents is dramatically improved.

An important element of improved quality of life for Training Centre residents lies, in large part, in restructuring their daily activities to create new and worthwhile experiences and to begin to offer them new opportunities and challenges. This means that, as soon as is practicable, residents must begin to lead daily lives which take them out of the Training Centre, into the community. The Centres must come to be seen as the resident's **home address**, not their world.

We consider that this needs to be a planned process, managed from each Training Centre, and one which can provide a basis for the eventual planned closure or redevelopment of individual centres. That process should be managed by a representative Service Planning and Development Committee at each centre.

The proposed new Development Programme will fund the development of innovative day programmes with an educational or vocational emphasis, for residents of Training Centres. This programme, together with other recommended initiatives to extend and redevelop Adult Day Training Centre activities, establish new TAFE College courses, open up opportunities in Further Education and develop employment opportunities, will provide an expanding base of daily activities for Training Centre residents.

Through processes of increased community contact, residents will establish contacts and networks in the community as well as gaining experience in aspects of community living. The prime focus in this approach must be on providing residents with as normal a pattern of experience and exposure to community activity and lifestyles as is possible while the Training Centre remains their home. This must be done taking full account of each resident's current capabilities and in pursuit of the objective of having as ambitious a development programme for the client as possible, **irrespective of the degree of their disability**. It is a challenging task for direct support staff in Training Centres, but one which they are well equipped to undertake.

As this transition in routine occurs, it will become an extremely important and very positive part of the process of preparing people for a subsequent move to community-based living.

In addition to later recommendations relating to the means of assisting Training Centre residents to move to accommodation and support services in the community, and to the involvement of Training Centre staff in community-based services,

We **Recommend** the following changes:

> ***249.*** All specialist staff positions on the staff establishments of Training Centres be transferred initially to the Specialist Client Support Services Team within the Regional Services structure,

with responsibility for providing services to clients in the community as well as those in Training Centres. These staff to continue to be available to provide support for residents in Training Centres on either a sessional or on-call basis, except where the resident can readily access and benefit from the use of services generally available in the community.

***250.*** Subsequent consideration be given to the transfer of medical practitioners employed within institutions to the Health Department Victoria or to Community Health Centres.

***251.*** A Case Manager be appointed for each resident, attached to the staff of the Client Assessment and Case Management Team of the relevant Region. As a client moves from the institution to the community, he or she be allocated a new Case Manager, a person familiar with and expert in the community to which the client is moving.

***252.*** A policy be adopted that all residents in Training Centres be assisted to take part in activities and programmes outside the Training Centres on a regular (preferably daily) basis, which are appropriate to their needs and which are identified in their General Service Plan.

***253.*** Service Planning and Development staff of regions, assisted by Case Managers, members of the Interdisciplinary Team and direct service staff based in Training Centres, develop and locate community-based day programme activities across the full spectrum of educational, vocational, employment and leisure activities, for residents of Training Centres.

***254.*** New funding be provided for the development of programmes of daily activity in the community, accessible to, and suitable for, residents of Training Centres.

***255.*** The proposals of the Working Party on Vocational Options for CSV/OIDS Training Centre Residents which recommends significant reforms to employment arrangements and vocational activities within Training Centres and new arrangements for access to external employment, vocational activities and other programmes, broadly consistent with this Report's recommendations, be implemented as soon as is practicable.

***256.*** The prime focus to service redevelopment within Training Centres be on providing residents with as normal a pattern of experience and exposure to community activity and lifestyles as is possible while the Training Centre remains their home.

***257.*** A Service Planning and Development Committee be established within each Training Centre, comprised of senior staff, staff representatives, client representatives and representatives of parent organizations, to:

- advise on redevelopment of services within each Centre within the framework of the Government's decisions on this Plan;
- assist in planning for future changes to each Centre's role, including the closure of the Centre where relevant;
- advise and assist other interested parties such as parents' organizations on ways in which they can both assist service redevelopment processes and ensure that their family member benefits fully from those processes.

In the future, Training Centres should no longer be the location for workshops, schools, theatres, or similar facilities—they should be places of residence until other residential alternatives are available.

While these initiatives are being developed, and while there are substantial numbers of residents remaining in individual Training Centres, there will be a need for a continuing programme of investment in capital works intended either to upgrade or maintain Training Centre physical facilities.

The physical condition of the buildings, facilities and physical services within most Training Centres is poor. The buildings are old, although reasonably maintained for the most part, but the design of the buildings, based primarily on either dormitory accommodation plus cells, or individual living units for 10 or more people, is simply unsatisfactory for the accommodation of people with intellectual disabilities today or in the future.

The accommodation is often overcrowded, and inappropriate (for example, the use of High School classrooms as accommodation at Mayday Hills). All Training Centres suffer from health and safety problems, which include fire hazards, water supply, drainage and sewerage problems, resident exposure to cold, asbestos danger, poor food preparation and laundry facilities, with some associated risk of disease, local traffic hazards and lack of safety in workshops. No Training Centre is free of problems and some Training Centres have problems which are urgently in need of rectification.

There are no accepted minimum standards for the provision of accommodation within Training Centres. The usable space per person actually experienced varies widely from centre to centre. The provision of accommodation, in terms of floor area per person, is less than the international standard for prison facilities—a situation which is completely unacceptable.

If the standard of 22 square metres of usable floor area per person applicable for elderly persons' housing were to be applied to the Training Centres, their current capacity would have to be reduced by almost 600 residents in order to meet even that very basic requirement.

Our consulting architect and quantity surveyor have estimated that the cost of rectifying health and safety problems within Training Centres, and of applying even a most basic space standard for accommodation, would approach $100 million.

It would clearly be most unwise for any Government to commit itself to a programme of capital expenditure of this order on facilities whose function and style of service is inappropriate, outdated and contrary to the Government's own legislation.

Nevertheless, during the next ten years, as new programmes and services are developed in the community for current Training Centre residents and others, and as some residents remain in Training Centres until they are closed, the physical conditions within Training Centres will remain an issue of considerable concern.

Accordingly, we **Recommend** that:

> ***258.*** A Training Centre works programme be planned to address works which involve safety of lives as a major priority. The programme to avoid those investments in large-scale capital improvements which are premised on long-term continuing operation of Training Centres in their present roles.

## 17.6 The Future of Training Centre Facilities

Over the ten years of the Plan, with the development of effective community-based accommodation and services, the requirement for Training Centre services will reduce significantly and some centres will close. Others will be redeveloped for specific services.

The uses we recommend for each of the present Training Centres is as follows:

**Colanda Centre, Colac**—To remain in operation as a residential Training Centre providing accommodation and behaviour management programmes for residents who have specific behavioural difficulties, or for others for whom relocation to community-based services is inappropriate at this time. Current residents who are able to do so will relocate to community homes and services. The future of Colanda should be the subject of a separate review in five years' time.

**Sandhurst Centre, Bendigo**—If alternative appropriate facilities in the prison system are not available, Sandhurst should be redeveloped as secure accommodation for intellectually disabled offenders sentenced under Sections 393 or 420 of the Crimes Act or transferred from prison under Section 21 of the Intellectually Disabled Persons' Services Act 1986. Should an alternative facility for this purpose be constructed on a site closer to Melbourne, Sandhurst should be closed.

**St Gabriel's Centre, Balwyn**—Residents to be accommodated elsewhere and the building to be used as a hostel for people who are released by the Courts into the care of CSV/OIDS under Section 20 of the Intellectually Disabled Persons' Services Act 1986.

**Kingsbury Centre, Bundoora**—To be integrated with the adjoining Larundel Psychiatric Hospital, under the management of the Health Department Victoria, as a special facility for people with intellectual disabilities who also require short-term treatment for psychiatric illnesses.

**Kew Cottages, Kew**—To be closed progressively and the site to be redeveloped as a second stage of the Willsmere redevelopment project. Moorakyne hostel to be redeveloped as a specialist behaviour management unit providing services to long-term institutional residents who have behavioural difficulties and require transitional support before moving to community-based programmes.

**Caloola Centre, Sunbury**—To be closed as soon as is practicable and the land and buildings sold.

**Janefield Centre, Bundoora**—To be closed progressively and the land and buildings sold.

**Pleasant Creek Centre, Stawell**—To be closed progressively and the land and buildings sold.

**Aradale Hospital, Ararat**—Residents who have intellectual disabilities to be accommodated elsewhere and control of the facility to revert solely to the Health Department Victoria.

**Mayday Hills Hospital, Beechworth**—Residents who have intellectual disabilities to be accommodated elsewhere and control of the facility to revert solely to the Health Department Victoria.

**Brierly Hospital, Warrnambool**—Residents who have intellectual disabilities to be accommodated elsewhere and control of the facility to revert solely to the Health Department Victoria.

Essentially, this set of recommendations indicates that we see only four needs to be met in institutional settings in the future. These are: services for the psychiatric treatment of people with intellectual disabilities who have also become psychiatrically ill at some time in their lives (Kingsbury); a secure facility for offenders with intellectual disabilities (Sandhurst or an alternative metropolitan facility); accommodation for people with intellectual disabilities who are released into CSV/OIDS care under Section 20 of the Act (St Gabriel's); and specialist support services, including some accommodation, for people in behaviour management programmes to supplement behaviour management programmes conducted in normal community settings (Moorakyne Hostel and Eagle Unit, Colanda).

The particular sequence of changes to Training Centre roles and closure of facilities which we have adopted, on the above basis, for the purpose of an initial service redevelopment programme is as follows:

| | |
|---|---|
| **Year 1** | Conversion of Kingsbury Centre,<br>Conversion of St Gabriel's Centre,<br>Conversion of Moorakyne Hostel,<br>Conversion of Sandhurst Centre (optional),<br>Relocation of clients from Brierly,<br>Continuation of programme to relocate children from Training Centres,<br>First Waiting List clients from Aradale. |
| **Year 2** | Continuation of waiting list clients from Aradale and from Mayday Hills and commencement of relocation of clients from Caloola and Janefield,<br>Relocation of clients from Colanda and replacement with clients requiring special support from other Training Centres. |
| **Year 3** | Closure of Janefield plus continuation of relocation of clients from Caloola, Aradale and Mayday Hills. |
| **Year 4** | Closure of Caloola and relocation of some clients from Kew plus continuing relocation from Aradale and Mayday Hills. |
| **Year 5** | Closure of Pleasant Creek,<br>Relocation of remaining clients from Aradale and Mayday Hills and additional clients from Kew. |
| **Year 6** | Further relocations from Kew, |
| **Year 7** | Closure of Kew Cottages. |

As the major programme of providing community-based alternative services for clients from Training Centres is implemented, the process of change can concentrate on assisting clients currently in other inappropriate congregate settings, namely Private Training Centres, Hostels, Special Accommodation Houses and Nursing Homes.

These clients must, of course, all be eligible to have their needs acknowledged by having their names placed on Waiting Lists for accommodation and support services early in the implementation period and to have their special needs recognised at any time. The Case Management system will assist in this process.

We **Recommend** that:

> ***259.*** The future of each Training Centre be decided by the Government in accordance with the proposals and the programme set out in the Report. Where Training Centres are to be converted to alternative uses, the requirement for capital works be determined and scheduled in the light of the programme for assisting residents to relocate to accommodation and support services in the community.

## 17.7 Projected Plan Outcomes

By the end of Year 10, it is forecast that:

- All children requiring accommodation other than with their natural families will be in Childrens' Foster Homes, Supplementary Family Care or Serviced Homes.
- 98% of Adults will be involved in constructive Day Programmes.

Details of the changes in the situation between the first, fifth and tenth years of the plan are summarised in Table 17.3.

## 17.8 Managing Change

The magnitude of the changes envisaged in this Report should not be under-estimated. They involve far more than a change in programmes and practices together with the introduction of new initiatives.

Earlier in the Report, emphasis has been laid on the need for cultural change together with structural and role changes within CSV/OIDS at both central and regional levels and new roles and responsibilities for contracted organizations providing services in the community. It is essential that every individual concerned with the service system understands the nature of these changes and the impact that they will have on their own roles in the redeveloped system.

In order to manage the processes of change, the planning tasks involved, and the overall implementation of services redevelopment recommended in this Report, there will need to be both a strong central office focus on implementation and processes of co-ordination which maintain consistency across Regions with centrally determined policy, programme and service development decisions.

Much of the work involved in the development of new services and the implementation of change will be undertaken by Regional Services staff within CSV. Central Office staff in most CSV Divisions will also have a role.

However, there will remain a need within CSV/OIDS to keep a clear focus on changes to the services system as a whole, separate from the day-to-day detail of managing that system on an on-going basis.

To achieve the necessary consistency in policy, programme development, resource allocation, service monitoring and resource planning, we consider there to be a clear and urgent need for an Implementation Team to be established in CSV, with clear lines of authority to the Director-General and with the capacity to direct the implementation of policy and programme changes arising from this Plan across the Department.

The Team should be comprised of senior officers with a small support staff, and including the following areas of responsibility:

- **Manager, Implementation**—responsible for: oversight of the implementation of the Government's decisions with respect to the Plan; planning the broad sequence of Training Centre conversions and closures; and for managing the work of the Implementation Team;
- **Community Accommodation Co-ordinator**—responsible for: co-ordinating information from waiting lists on accommodation and service needs among clients, including Training Centre residents; planning annual budgetary targets and resource needs for each financial year's programme of service expansion; planning broad regional resource allocations as a consequence of Government budgetary decisions for each year's service expansion; planning the broad allocation of new accommodation and services between identified groups of clients;

## Table 17.3: AVERAGE DATA FOR SELECTED YEARS OF THE PLAN

| Indicator | 1988/89 | 1992/93 | 1997/98 |
|---|---|---|---|
| **Residential** | | **Numbers of Clients** | |
| Training Centres | 2566 | 1141 | 250 |
| Private Training Centres | 169 | 169 | 0 |
| Community Residential Units | 653 | 631 | 314 |
| Special Accommodation Houses | 685 | 685 | 0 |
| Hostels | 247 | 247 | 41 |
| CSV Group Homes | 84 | 62 | 0 |
| Nursing Homes | 78 | 78 | 0 |
| Adult Co-op Houses | 32 | 1348 | 3348 |
| Adult Group Homes | 49 | 942 | 1817 |
| Adult Home Board | 14 | 77 | 177 |
| Independent Living | 45 | 108 | 208 |
| Cluster Apartments | 7 | 7 | 7 |
| Children's Group Homes | 31 | 344 | 494 |
| Specialised Foster Scheme | 7 | 127 | 277 |
| Supplementary Family Scheme | 15 | 165 | 265 |
| Children Full Time with Natural Family | 2612 | 2086 | 1951 |
| Adults with Family | 3446 | 2972 | 2641 |
| ***Total All Clients*** | ***10731*** | ***11189*** | ***11789*** |
| **Adult Day Activities** | | **Number of Clients** | |
| Adult Day Training Centre Capacity | 2825 | 4025 | 5431 |
| Development Program | 100 | 1700 | 2000 |
| Employment Support | 100 | 800 | 800 |
| Work Experience | 50 | 400 | 400 |
| No CSV/OIDS Programme | 4803 | 1381 | 171 |
| ***Total All Adult Clients*** | ***7878*** | ***8306*** | ***8802*** |
| **Family Support Capacity** | | **Numbers of Places** | |
| Emergency Respite | 59 | 936 | 936 |
| Regular Planned Respite | 117 | 1872 | 1872 |
| **Staff Training Completed** | | **Numbers of Staff** | |
| Case Managers | 25 | 425 | 681 |
| Direct Support Staff Induction | 100 | 1700 | 3600 |
| Generic Staff Training | 50 | 850 | 1850 |
| **Local Residential Service Teams** | | **Numbers of Clients** | |
| OIDS Staff | 45 | 829 | 1474 |
| Contracted Team Staff | 15 | 531 | 1949 |
| ***Total*** | ***60*** | ***1360*** | ***3423*** |
| **Performance Impact** | **%** | **%** | **%** |
| % Children in Congregate Care | 8.10 | 5.58 | 0.00 |
| % Adults in Congregate Care | 53.76 | 34.34 | 6.87 |
| % Children with Support Families | 4.46 | 24.03 | 34.51 |
| % Adults residing with Family | 43.75 | 35.79 | 30.00 |
| % Adults with Day Programmes | 39.03 | 83.37 | 98.06 |

*(Client numbers are averages for the financial year)*

- The **Executive Officer of the Intellectual Disability Council**—responsible for services to the Council and for liaison with other areas of Government with respect to their progress in implementing changes arising from the Plan.
- Three senior **Project Officers**, with planning and project management skills, with one officer responsible for oversighting programmes for each of the areas of organizational change and industrial relations issues, service development, and resource planning and development, arising from the Plan.

This Team would report to the Director-General and would be expected to have a planned project life of two to three years, after which time these functions would be absorbed within the Department's structure.

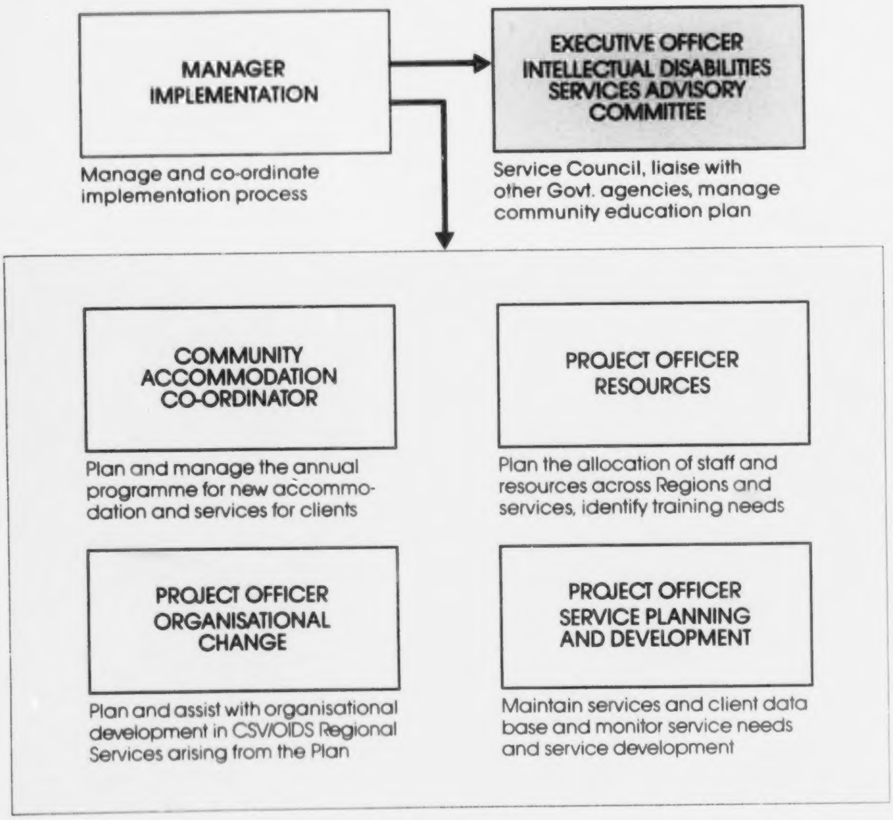
MANAGER IMPLEMENTATION
Manage and co-ordinate implementation process
EXECUTIVE OFFICER INTELLECTUAL DISABILITIES SERVICES ADVISORY COMMITTEE
Service Council, liaise with other Govt. agencies, manage community education plan
COMMUNITY ACCOMMODATION CO-ORDINATOR
Plan and manage the annual programme for new accommodation and services for clients
PROJECT OFFICER RESOURCES
Plan the allocation of staff and resources across Regions and services, identify training needs
PROJECT OFFICER ORGANISATIONAL CHANGE
Plan and assist with organisational development in CSV/OIDS Regional Services arising from the Plan
PROJECT OFFICER SERVICE PLANNING AND DEVELOPMENT
Maintain services and client data base and monitor service needs and service development

**Figure 17.2: RECOMMENDED STRUCTURE FOR IMPLEMENTATION TEAM**

Establishing the Team should be one of the first actions involved in implementing the Plan.

Accordingly we **Recommend** that:

***260.*** An Implementation Team for the Plan be established without delay within CSV's Central Office, with responsibility for directing the implementation of the recommendations agreed by the Government, with direct responsibility to the Director-General, Community Services Victoria and the Minister.

***261.*** The Team to consist of appropriately senior officers (SES 2 and above) with support staff as required, and with responsibilities as set out in the Report.

***262.*** The Department establishes the position of Community Accommodation Co-ordinator to plan and manage the annual programme of service expansion and provision of community-based accommodation and support services for people with intellectual disabilities.

***263.*** The Manager of the Implementation Team be a member of the CSV Executive.

## 17.9 Industrial Relations Issues

The recommendations in this Report have significant implications for staff of CSV/OIDS in Training Centres, Regional Services and Central Office. The changes to service structures and service delivery systems recommended are profound, and will involve many changes to the type and character of employment within CSV/OIDS over the next five to ten years.

However, the long-term outcome of the recommended changes will be an increase in the need for staff to provide services to people with intellectual disabilities, either as staff of CSV/OIDS, or as staff of other State Government agencies, Local Government or community-based organizations. The types of work will change, and this will affect some staff, particularly those involved in the daily cleaning, maintenance and servicing of major Training Centres.

### Table 17.4: TRAINING CENTRE ESTABLISHMENT AND STAFFING SUMMARY (August, 1986)

| Training Centres | Direct Service | | Other | | Total | |
|---|---|---|---|---|---|---|
| | **Act.** | **Est.** | **Act.** | **Est.** | **Act.** | **Est.** |
| **Kew Cottages** | 540 | 516 | 290 | 252 | 830 | 768 |
| **Caloola** | 475 | 367 | 308 | 282 | 783 | 649 |
| **Janefield** | 296 | 206 | 152 | 143 | 448 | 39 |
| **Colanda** | 190 | 179 | 128 | 121 | 318 | 300 |
| **Pleasant Creek** | 101 | 86 | 70 | 66 | 171 | 152 |
| **Kingsbury** | 130 | 82 | 42 | 38 | 172 | 120 |
| **St. Gabriels** | 46 | 40 | 21 | 21 | 67 | 61 |
| **Sandhurst** | 22 | 20 | 26 | 25 | 48 | 45 |
| ***Total*** | ***1800*** | ***1496*** | ***1037*** | ***948*** | ***2837*** | ***2444*** |

• Est.: Establishment • Act.: Actual
*Note: Joint facilities with Department of Health excluded*
*Source – Ten-Year Plan Project Team Staff Data Base*

The eight Training Centres under the responsibility of CSV/OIDS had, in August 1986, a total of 2535 approved staff positions, 2837 actual positions and 2444 actual staff occupying these positions on a permanent or temporary basis. The difference between the approved establishment and the actual number of positions indicates the extent of the practice of holding temporary direct support staff against higher classified positions vacant at the time. Of the total staff, 1496 or 61% were in direct support positions. Table 17.4 summarises these data by individual training centres.

The staffing of Aradale, Brierly and Mayday Hills is the responsibility of the Office of Psychiatric Services although a number of staff positions are allocated to these centres by CSV/OIDS. As no formal record is maintained, it is not possible to obtain details of the number of staff allocated to the support of CSV/OIDS' clients in the joint facilities.

A staff profile for all staff in Training Centres is provided in Figure 17.3. It clearly indicates the majority of the staff are in either of the direct support nursing categories or are domestic staff.

The skills of virtually all these staff will be required in new services based in the community. The major exceptions will be the domestic staff, who number approximately 600 in total and, possibly, some of the artisan staff, of whom CSV/OIDS employs almost 200 in total. These staff will either remain in employment at those centres which continue to operate in the long-term or will need to be provided with alternative opportunities at some point during the next ten years.

It should be well understood that the changes recommended in the Report will not be immediate—they will take place over several years. This will allow adequate time for the development of procedures to manage situations where jobs become redundant, and to provide alternative employment opportunities for staff. Significant alternative opportunities will include:

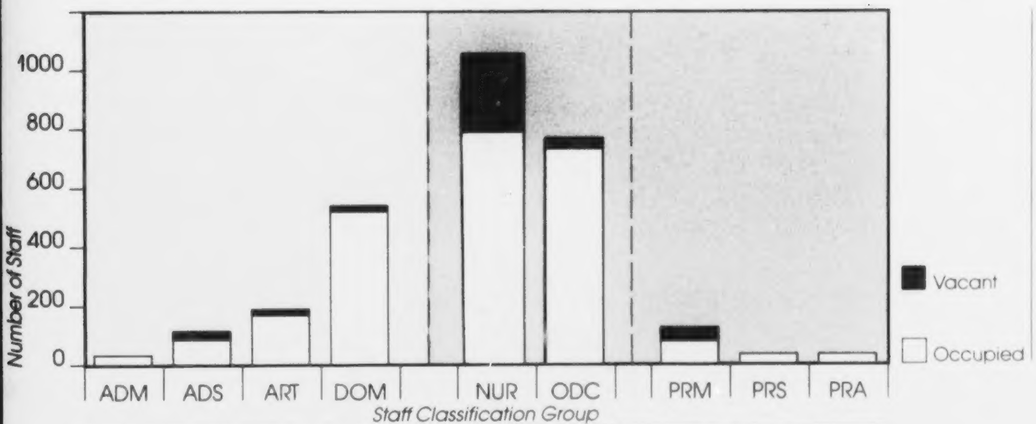

**Figure 17.3: STAFF PROFILE AND OCCUPANCY BY CLASSIFICATION GROUP - TRAINING CENTRES (October, 1986)**

| Classification Category | Brief Description | Abbreviation |
|---|---|---|
| **Support Staff Classifications:** | | |
| **Administration** | Senior and middle management/ professional staff | ADM |
| **Administration Support** | Clerical/secretarial and other administrative staff | ADS |
| **Artisans and Related Staff** | Primarily trades and outdoor staff | ART |
| **Domestic Staff** | Food, domestic and general services staff | DOM |
| **Direct Care Classifications:** | | |
| **Nursing Staff** | Direct support nursing staff who have completed formal training of some sort | NUR |
| **Other Direct Care** | Direct support staff who have not yet attained a formal qualification | ODC |
| **Programme Classifications:** | | |
| **Programme Staff** | Professionally qualified programme support staff | PRM |
| **Programme Support Staff** | Other programme support staff | PRS |
| **Programme Ancillary Staff** | Medical, dental and other professional service staff | PRA |

- employment in CSV/OIDS community-based services, either in case management or related professional positions;
- transfer to other areas of CSV activity (for example, Youth Training Centres and Youth Reception Centres);
- employment in Local Residential Service Teams, providing direct in-home support for people with intellectual disabilities, and managed either by CSV/OIDS, Local Government or community organizations;
- employment in those institutions which may remain in operation in one form or another for the foreseeable future—Mayday Hills, Aradale, Colanda, Kingsbury, Sandhurst, St Gabriel's and Moorakyne Hostel, Kew.
- employment within the Ministry of Education, either within the TAFE system, or in the further education system;
- employment in other State Government agencies who may need specialist advice in ensuring that their services are accessible and available to people with intellectual disabilities;
- employment within new community organizations concerned with day programmes and employment support for people with intellectual disabilities;
- employment in business organizations who will require training and support staff to work with employees who have intellectual disabilities; and
- direct transfer to other government agencies which may have no relationship to services for people with intellectual disabilities.

Clearly, the planning of the redeployment of existing staff within a new services system will be a major task, and one which will need sensitive management. Every effort must be made, of course, to ensure continuity of employment for current staff, but changes in the nature and location of services will almost inevitably involve some disruption for some staff. It will be important that, in those circumstances, staff concerns are well understood and their interests protected.

The new services recommended throughout the Report are designed, for the most part, to reflect the recent changes in job categories adopted following the Category Review of jobs in institutions and community-based services, and this should facilitate re-deployment of some staff to new services.

Where inter-agency transfer of responsibilities is recommended, as in the case of Adult Day Training Centres, the staffing impacts should be minimal—staff skills and responsibilities should remain similar, although the employing agency will change as will day-to-day work requirements. Terms and conditions of employment may be affected in some cases, but these effects are unlikely to be substantial, and can be considered as part of the process of negotiation.

Transfers between CSV/OIDS and State statutory authorities, Local Government or community organizations can be facilitated by application of the provisions of Section 67 of the Intellectually Disabled Persons' Services Act 1986, which provides for staff to remain subject to the Public Service Act in terms of the conditions of their employment while being employed by an organization which may not be a State Public Service organization.

It is not, in our view, either necessary or desirable that all people providing services and support for people with intellectual disabilities are State public servants. Local Government, community organizations, businesses and other groups providing services and support should be free to employ staff on terms and conditions appropriate to that organization and the particular service provided. Issues such as union coverage will need to be resolved, and careful attention may need to be paid to organizational arrangements within the employing body to avoid coverage problems.

Consultations with unions in relation to the changes arising from the Report will involve the Hospital Employees Federation No. 2 Branch, the Victorian Teachers Union, the Victorian Secondary Teachers' Association, the Victorian Public Service Association and other unions and associations, and should commence as soon as is practical after the Government has made its decisions on the Report's recommendations. A special team should be established within CSV Resources Division to conduct and co-ordinate those negotiations and to ensure that any delays are minimised.

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Staff will need to be kept informed about their future employment prospects, the timing and extent of any changes which will affect them and the choices available to them. This will be a significant task for management, and one requiring skill and sensitivity.

To the maximum practical extent, planning for the future of staff from individual institutions and other services where changes will occur needs to be undertaken prior to those changes being initiated. Where residents are leaving Training Centres to move to community-based accommodation and services it will be possible to plan at the beginning of each year the numbers expected to move during a year, from which Training Centres, and the consequent impact on employment both at those Training Centres and in the region where new services will be required.

Since the basic principle of the Plan is that residents will not be expected to relocate until support services are in place, it can be expected that staff will have the opportunity to move to newly created positions in new services prior to their positions actually becoming redundant. The closure of Training Centre facilities will be progressive, involving a unit-by-unit closure, so that planning for staff redeployment will be able to be undertaken on a systematic basis.

Some types of jobs will not be present in significant numbers in the new system of services. For example, food and domestic services which are provided in Training Centres will not be provided in the same way when residents are living in homes in the community. Staff employed in functions of this type will need support either to obtain alternative employment or to acquire new skills which enable them to take up alternative positions.

There will need to be opportunities created for staff to retrain to undertake new types of jobs in new services, and there are recommendations in the Report which address this issue. Nursing staff should have the opportunity to attend transitional courses which provide them with information on their responsibilities in community-based services, together with any skills development considered necessary. Artisan staff in Training Centres also need the opportunity to train as employment support workers or trainers or to fulfil other appropriate roles of interest to them.

Opportunities will exist in the new system of services for current staff to become funded service providers, and they should be encouraged and assisted to undergo appropriate training to assist them to take up these opportunities should they wish to do so.

A combination of careful planning and design of new services, high quality training opportunities and flexible policies with respect to the redeployment of staff should ensure that the numbers of staff for whom satisfactory alternative employment opportunities cannot readily be found will be minimised.

In this context, we **Recommend** that:

> ***264.*** As part of the initial phase of implementation of the Plan, negotiations be commenced with unions to address change issues arising from the Plan, processes for staff planning, counselling and support, and related industrial issues; and
>
> ***265.*** An appropriate industrial agreement be developed to provide for the protection of staff interests at the time of closure of any institution or staff relocation to new services.

## 17.10 Impacts on Country Towns

The recommended closure during the next ten years of Pleasant Creek at Stawell is the major foreseeable impact of the Plan on the economy of country towns in which Training Centres are located.

Brierly at Warrnambool, Mayday Hills at Beechworth and Aradale at Ararat will continue to operate as psychiatric hospitals, although their staffing may be reduced if their total population of residents is reduced. However, in both these areas there will be Local Residential Service Teams and other support services established to support people of the Region who have intellectual disabilities, and this will provide an offset to any economic loss associated with the changes proposed for these institutions. These services will also provide local employment opportunities for staff currently engaged at Brierly, Mayday Hills and Aradale.

Colanda at Colac will continue to operate for the foreseeable future as a Training Centre. Employment associated with the centre is unlikely to reduce. At the same time, the establishment of new services in the Region will provide additional job opportunities which will benefit the local economy.

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The closure of Caloola Centre at Sunbury is likely to take place over a three to four year period. The loss of jobs associated with the closure is not likely to have a major long-term economic impact in the Shire of Bulla, as the Shire is one of the fastest growing areas of metropolitan Melbourne and an area of high employment growth and relatively low unemployment. Sunbury township itself will experience some economic loss associated with the loss of expenditure in the town by the Training Centre and by residents, and the expenditures of any employees who are local residents and may elect to relocate elsewhere when the Centre closes.

The development of new services in the Region will offset these effects to some extent, while the redevelopment of the Caloola Centre site will represent a significant economic gain to the area, particularly if it involves the establishment in the township of some new economic activity as well as new residential development.

We have recommended that Pleasant Creek Training Centre is closed by 1993. The Training Centre is the largest single employer in Stawell, having 152 staff. The Region is an area of high unemployment, and a high percentage of its workforce are in service activities. The closure of Pleasant Creek will affect 86 direct care staff and 66 other staff, primarily food and domestic employees.

The direct support staff should, for the most part, be employed in new services in the Region, either in Local Residential Service Teams or in Regional Services and, with careful planning, should not need to relocate in order to remain employed within the service system.

Among the 66 other staff there will be administrative staff who will remain employed within the new service system, and possibly others who, with training and support, can take on new roles. Redeployment of staff to other government agencies in the area will protect some jobs, but some job losses among food and domestic staff appear inevitable. The interests of the staff themselves can be protected through appropriate redundancy arrangements in cases where alternative employment is not available or acceptable, but the overall economic loss to the town could be significant.

If employees at Pleasant Creek move away from Stawell, the loss of their expenditure in the town will have an impact, as will the loss of expenditure by residents of Pleasant Creek who move elsewhere. Expenditure from the institution on items such as petrol and oil will also cease, to be partly offset by continued expenditure on such items by Regional Services staff.

The Government has the next five years in which to work with the City of Stawell to find a replacement use of the facilities at Pleasant Creek or, alternatively, to assess in detail the economic consequences of the Centre's closure and to develop an appropriate package of economic support to offset that impact.

## 17.11 The First Three Years

The first three years of the Plan will be the period during which the key elements of change in services structure, type, culture and scale will be set in place. Following this period, the processes should largely involve a period of further service expansion in the community, within guidelines and procedures well-established by then, and accompanied by the progressive de-commissioning and closure of Training Centre facilities.

The re-allocation of resources between programmes during this period and subsequently, will allow maximum utilisation of existing Training Centre resources in the development of community-based services, and recovery of capital costs from the disposal of Training Centre property. The recovered capital should be utilised for the benefit of programmes for accommodating people with intellectual disabilities, if necessary administered through the Ministry of Housing and Construction.

The first three years, however, will see only minor changes in terms of resource savings and re-allocation, as the processes of cost recovery and inter-programme resource transfer during this period will be relatively slow. New community-based service development will need to be funded while existing Training Centre and some community-based services remain in place.

The Plan identifies specific, alternative uses for some of the existing Training Centres and it will therefore be important to give priority to the accommodation and service needs of the current residents of those Training Centres.

A high priority will need to be the creation of the Behaviour Management units at Moorakyne and Colanda. In particular, the creation of the Unit at Moorakyne will assist clients, currently residing in institutions and who wish to relocate to the community but are prevented from doing so because of social behavioural problems, to achieve their ambitions.

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It will not be possible to create Local Residential Service Teams across the whole of the State immediately nor will it always be possible to offer homes at the precise location of their choice to all clients relocating from Training Centres because of the need for clients requiring residential support staff to share their home with other clients.

Initially, therefore, it will be necessary to create Local Residential Service Teams in each Region through either the funding of new services or the adaptation of existing services wherever appropriate. As the number of Local Residential Service Teams increases and accommodation becomes available through a variety of means, in all Regions, it will become increasingly possible for clients to move to the local area of their choice.

Where Local Government Authorities are prepared to provide support services as funded service providers in local communities, it may be possible to quickly extend the coverage of both generic and specialist residential and other support services, especially in non-metropolitan areas, without the need to establish a separate and large scale Local Residential Service Team.

### 17.11.1 Initial Steps

Early action can, and must, be taken in a number of areas in order that new policy initiatives can be turned into operational services before the end of the 1988/89 Financial Year. In many cases, the action required falls within the current responsibilities of existing officers and does not require the addition of resources. In other cases, the action is connected with the detailed design of new services and the identification of the source of those services. The requirement for resources is therefore relatively small at this stage.

**Appreciation of the form of change implicit in the Plan**

Significant emphasis is laid in this Report on the need for cultural and attitudinal change within Government, the service sector and the community as a whole. Such change does not occur overnight nor does it occur without considerable effort on the part of those concerned with the change. An early course of action will need to be the holding of staff meetings throughout CSV, and where necessary in other Government Departments, to ensure that the form of intended change is understood and that it is related to the responsibilities of each individual position. The change affects everyone and the attitude must not be allowed to develop that "the change affects other people but not me".

**Organization**

It is vital to the success of the redevelopment that the organizational restructuring of both the Regional Services and of Central Office is implemented at an early stage. The introduction, in Regional Services, of Case Management and the redirection of effort towards clients and away from programmes is essential. Similarly, the re-orientation of Central Office to become a source of expertise, strategic planning and implementation assistance rather than a source of direction is fundamental to the emergence of a strong regionally based organization. Where necessary, revised Position Descriptions will need to be developed.

The Implementation Team should be established as soon as possible so that support services are available by the time that the first of the changes is implemented. Similarly, the Planning Team must be maintained and, if necessary, strengthened to ensure that the information already gathered is expanded and updated.

The initial Local Residential Service Teams' structure must be subject to change in the light of experience. The Teams must be evaluated on a continuing basis with the aim of identifying the Team resources which are client-need dependent and hence will differ between different future Service Teams.

The Terms of Reference of the Intellectual Disabilities Council will need to be formalised at an early date so that this organization can play its full part in the audit and review of implementation including the planning of that implementation.

**Community Education**

The cultural and attitudinal change which is required is not limited to those in Government or the service sector. Detailed plans need to be developed for the preparation and distribution of material and the organization of meetings to ensure that the direction and pace of the intended changes and the involvement sought from members of the community is clearly and widely understood.

In a similar way, work can be done on the preparation of material setting out the manner in which parents who wish to bequeath the family home to their intellectually disabled child should proceed if they wish their child to have security of tenure for their lifetime and be assured that the services which they require will be maintained.

Material in respect of the prevention of intellectual disability should be prepared in conjunction with the Health Department Victoria.

### Training

The need for training at a number of levels has been clearly established. The priority will need to be given to Case Management but there are needs to develop training courses in respect of Direct Support Staff Induction, Generic Staff Induction, Training for Supplementary Families and Foster families, training for employers, staff and for union officials in many fields. There will also need to be retraining courses available to staff who may already be qualified but whose responsibilities are changed or expanded as a result of new or revised schemes.

Work should begin immediately on determining the curricula for, and hence the length of, each of these courses, the number of students per course and the strategy for course preparation and presentation which may be through the Further Education system or by a private training organization selected by tender. Tender documents (if tendering is the method selected) can be prepared and the process of selection carried out even if the date of the first course is some months away. If some form of internal course is preferred then trainers can be identified and given the curricula so that session preparation can begin and a pilot course be run.

### Scheme Designs

The intended schemes will need to be designed in detail within the overall strategy of the Plan. In particular, detailed design can be carried out in respect of the Supplementary Family Scheme, the Special Needs Foster Scheme, the Overseas Exchange Scheme, the Employment Training Scheme and the Work Experience Scheme.

### Scheme Terms and Conditions

A number of the intended schemes involve the payment of sums of money to individuals either as grants (directly or to other bodies) or as allowances. Terms of eligibility, the method of application and the conditions of payment can and should be determined well ahead of the introduction of the schemes. Taxation issues and the potential impact on the payment of client pensions may need to be clarified. There will be a need for the preparation of community education material so that this is available for distribution as soon as the schemes are announced and, in some cases, a strategy to ensure that appropriate details are made available to clients and their primary carers or other advocates.

### Submission Funding

Some schemes involve funding in response to submissions from organizations. The criteria to be applied to the evaluation of submissions will need to be determined and the procedure established both for making and evaluating submissions. Again, documentation informing potential organizations of these matters can be prepared well in advance of funding being available and the initial submissions evaluated.

### Co-operative and rented housing for clients

The initial Housing Co-operative should be established and the Board members appointed. Material should be prepared which will assist the establishment of further Co-operatives and material will need to be prepared which explains the Co-operative system to prospective members and donors.

A long-term lease suitable for private sector rental agreements should be drafted and subjected to legal examination.

### Industrial Relations

The Plan will need to be examined in detail to identify those areas where positions will have altered responsibilities; where staff will require and receive retraining; where staff may be relocated or redeployed within the Public Service; or where positions become redundant; and the likely timing of these.

Initial but detailed proposals regarding the manner in which selection, training, redeployment or redundancy are intended to be handled will need to be developed in order that discussions can be held with the unions representing various groups and categories of staff with a view to arriving at mutual agreement and support.

Obtaining agreement should be considered a high priority task.

All of this work can be done during the 1988/89 Financial Year and within existing resources.

### 17.11.2 Task List

The following tasks identified in this Report will need to be completed as soon as possible and all of them within the first two years of the Plan implementation. Many tasks will, however, need to be completed in the first few months and an essential activity will be the allocation of each task to an individual officer and the determination of actual dates by which each task must be completed.

**Dissemination of Plan Philosophy**

- assign responsibility for the development of a plan for a series of workshops and discussions with:
  - ☐ relevant Commonwealth Government Departments,
  - ☐ Local Government Authorities,
  - ☐ staff and Trade Unions,
  - ☐ existing and potential service organizations and their representative bodies,
  - ☐ primary carers and clients,
- in respect of the Plan and the long term objectives for the redevelopment of services to people with intellectual disabilities,
- draft Terms of Reference for a Cabinet Sub-Committee on Intellectual Disability Services,
- draft public statements of commitment for the Government expressing its intention to open all Government operated and funded general services to people with intellectual disabilities,
- draft directives on behalf of the Government instructing all Government agencies to commence the process of reviewing policy, administrative and regulatory barriers to the participation of people with intellectual disabilities in any of their Programmes or services,

**Activation of Intellectual Disabilities Council**

- formalise Terms of Reference,
- appoint members with responsibility for:
  - ☐ developing material for community education,
  - ☐ developing detailed plans for distribution of material and a programme of public meetings,

**Organizational Change**

Central Office

- identify the skill requirements for an Audit and Review function within the Central Office of CSV or the Department of Premier and Cabinet,
- identify the skill requirements for the Justice Services Advisory Unit to be established within Central Office,
- assign responsibilities and Terms of Reference for the provision of advice and assistance to other Victorian Government Departments,
- agree restructure of Central Office,
- rewrite Position Descriptions where required,
- recruit and appoint personnel where required,

Implementation Support Team

- agree skill requirements and structure,
- write Position Descriptions,
- recruit and appoint personnel,

Planning Team

- agree skill requirements and structure,
- write Position Descriptions,
- recruit and appoint personnel,

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Regions

- agree restructure of Regional Offices,
- rewrite existing and develop new Position Descriptions where required,
- recruit and appoint personnel,
- identify regional retraining needs,
- schedule retraining.

**Central Office Programmes**

- develop Terms of Reference and assign responsibility for the conduct of an evaluation of all funded and directly staffed early intervention services,
- develop and implement a detailed plan for the consolidation of all early intervention services and programmes,
- develop and disseminate guidelines for CSV/OIDS staff, Police and generic services on how best to assist people with intellectual disabilities who are victims of crime,
- develop Terms of Reference and commence process for the identification of the external Evaluation Team,

**Administration Programmes**

- design, develop and implement a database recording details of intellectually disabled children and their families receiving support services,
- review the format of General Service Plans and ensure that these incorporate objectives and time plans over the full range of activities identified in this Plan,
- develop Terms of Reference and assign responsibilities for reviewing, updating and, if necessary, replacing, the existing client data-base to incorporate data from General Service Plans and provide a true reflection of service needs and provision,

**Planning Team Programmes**

- evaluate the Local Residential Service Team project at Sunbury and develop modified guidelines for the creation of such teams in other locations,
- identify the specific physical and support requirements for the secure residential facility to accommodate offenders,
- develop detailed Terms of Reference for a study of the current pattern of transport use and the identifiable transport needs of people resident in Training Centres, attending Day Centres and resident in Community Residential units,

**Industrial Relations Programmes**

- identify those areas where: positions will have altered responsibilities, where staff will require and receive retraining; where staff may be relocated or redeployed within the Public Service; or where positions may become redundant; and the likely timing of these.
- develop initial but detailed proposals regarding the manner in which selection, training, redeployment or redundancy are intended to be handled,
- arrange discussions with the unions representing relevant groups and categories of staff with a view to arriving at mutual agreement and support.
- set up a Joint Working Party with unions, employer organizations and appropriate Commonwealth and State Departments to:
    - examine legislative and regulatory barriers to the employment of people with intellectual disabilities,
    - recommend ways in which those barriers may be removed and replaced by affirmative action principles, and
    - examine financial disincentives to employers of people with intellectual disabilities and recommend programmes to address and remove those disincentives,

**Training Programmes**

- develop curricula for training courses in respect of training for:
  - ☐ Case Managers,
  - ☐ Local Residential Service Team Managers and Supervisors,
  - ☐ Direct Support Staff Induction,
  - ☐ Direct Support Staff Behavioural Management Techniques,
  - ☐ Transition Training for existing staff,
  - ☐ Programme Planning,
  - ☐ Community Relations skills,
  - ☐ Generic Service staff,
  - ☐ Foster, Supplementary and Natural Families,
  - ☐ Employers and their staff including those who will become on-the-job trainers for intellectually disabled employees,
  - ☐ Union Officials,
  - ☐ Foster Care agencies,
- determine length of courses and potential number of students,
- determine practical number of students per course,
- identify strategy for course material preparation and presentation,
- for internally presented courses, identify and recruit trainers,
- for externally presented courses, prepare tender documents to select appropriate training organizations,
- conduct tender process and select training organizations,
- schedule course material preparation,
- arrange and conduct pilot courses,
- identify locations for course presentations,
- prepare and publish schedule of courses,
- determine approach for the selection and prioritisation of course students,

**Inter-organization Liaison**

- assign responsibilities and develop Terms of Reference for detailed discussions and agreement with:
  - ☐ the Commonwealth Government, in respect of the clarification of arrangements for the provision and delivery of special purpose Commonwealth funding through the State Department of Housing and Construction to assist with the provision of housing for people with intellectual disabilities,
  - ☐ the State Training Board, in respect of:
    - * the transfer of physical facilities and funding for pre-vocational and vocational training,
    - * a programme for the negotiation of agreements with representatives of Committees of Management of Adult Day Centres in respect of the transfer,
  - ☐ the State Training Board, the ACTU-Lend Lease Foundation and other interested parties, including State or Commonwealth funded agencies such as Worklink, in respect of the establishment of a pilot Traineeship Scheme,
  - ☐ the State Training Board, employer organizations and Trade Unions in respect of the establishment of appropriate training schemes and procedures for the training of on-the-job employment trainers for people with intellectual disabilities,
  - ☐ the Division of Further Education in the Ministry of Education, in respect of negotiations with Adult Day Training Centres directed at the redevelopment of the centres as Providers of Further Education,

- the Division of Further Education and the State Training Board, in respect of the development of detailed Terms of Reference and the assignments of responsibility for the joint Project Team to develop operational guidelines for the transfer of functions from Adult Day Training Centres,
- the Commonwealth Employment Service, in respect of the development of employment opportunities for people with intellectual disabilities,
- the Ministry of Housing and Construction in respect of:
  - the transfer of funding responsibility for the Equity Housing Co-operative after the initial period,
  - the identification, for a rolling three year period, of the Special Needs Housing Programme people with intellectual disabilities,
  - the location of the houses to be allotted under the initial allocations identified in this Report,
  - the eligibility criteria and operating rules for the Housing Programme for People with Disabilities,
  - the development of a viable proposal for ensuring that people with intellectual disabilities benefit from access to the Project Partnership Programme and the preparation of a report on other forms of joint ventures which could be of benefit to people with disabilities,
  - the transfer of ownership of existing Community Residential Units to the Ministry of Housing and Construction,
- the Ministry of Housing and Construction and the Government Employee Housing Authority, in respect of the agreement of procedures for suitable surplus Government Housing to be made available to people with intellectual disabilities,
- the Ministry of Housing and Construction, the Attorney-General's Department and the private rental industry to review the regulations applied to the private rental of houses to ensure that any barriers to the long term rental of houses to people with intellectual disabilities are removed,
- the Health Department Victoria, in respect of:
  - the transfer of medical practitioners employed by CSV/OIDS to that Department,
  - the transfer of Kingsbury Training Centre to the Office of Psychiatric Services,
- the Schools Division of the Ministry of Education, in respect of:
  - the development of formal procedures for advising parents of pre-school children with developmental delay on the most appropriate primary school programmes and choices for their child,
  - the development of Terms of Reference and the assignment of responsibilities for the conduct of the pilot project in post-primary education,
  - the development of procedures for the co-ordination of developmental programming methods between home programmes and school programmes for people with disabilities,
- the Department of Sport and Recreation and representatives of Adult Day Training Centres, to set up a Joint Working Party to assess the need for specialist services at regional level to support people with intellectual disabilities in accessing recreational and leisure activities,
- the Victoria Police, in respect of the implications of the recommended introduction of a Case Management system within CSV/OIDS for Police dealing with suspected offenders who are registered as CSV/OIDS clients or who may be entitled to emergency services under the Intellectually Disabled Persons' Services Act,
- the Office of Corrections, to develop formal agreements on a programme of staff secondments, support services and training to improve the capacity of the prison system to provide appropriate services, support and protection for prisoners who have an intellectual disability,

**Housing Programmes**

- prepare material regarding bequests of housing to intellectually disabled people
- establish the initial Equity Housing Co-operative and appoint Board Members,
- develop material to explain the Co-operative system to prospective members and donors,
- develop material to assist the establishment of further co-operatives,

- develop a detailed plan for the expansion of the co-operative scheme at a rate which will make housing for up to 4,000 people with intellectual disabilities available under this scheme over a ten-year period,
- develop, and subject to legal examination, a long term lease suitable for private sector rental agreements,

**Employment Programmes**

- identify opportunities for the employment of people with intellectual disabilities within CSV,
- circulate details of the identified opportunities to all Victorian Government agencies to assist them in the process of identifying similar opportunities within their own organizations,

**Prevention Programmes**

- develop material regarding prevention in co-operation with Health Department Victoria,

**Detailed Scheme Design**

- assign responsibilities for detailed scheme design or modification,
- develop detailed scheme designs or modifications in respect of:
  - Special Needs Foster Care,
  - Supplementary Family Scheme,
  - Overseas Exchange Scheme,
  - Employment Training Scheme,
  - Work Experience Scheme,

**Scheme Terms and Conditions**

- develop terms of eligibility, methods of application, amount, conditions and method of payment in respect of:
  - Equity Housing Co-operative Scheme Furnishing Grants,
  - Government contributions to Equity Housing Co-operative Scheme,
- examine and resolve taxation and pension impact issues
- develop client, parent and community education material in respect of the scheme,

**Submission-Based Scheme Funding**

- develop terms of eligibility, methods and timing of submissions, amounts, conditions and method of payment in respect of submission based schemes:
  - Developmental Day Programmes Scheme,
  - Employment Support Programme
  - Specialist Employment Agencies,
- develop service organization material in respect of these schemes,
- distribute material to existing and potential service organizations including all Local Government Authorities,
- develop criteria for the evaluation of submissions,
- assign responsibility for the evaluation of submissions,

**Funding and Service Agreements**

- assign responsibilities for the development and negotiation of Funding and Service Agreements for:
  - Committees of Management of Community Residential Units in order to recast their roles as managers of Local Residential Service Teams,
  - other organizations, including Local Government, to be contracted as managers of Local Residential Service Teams,

- specialised support agencies able to offer on-the-job and in-service training support to individual clients,
- employment support organizations able to offer work preparation, job search, job support and client monitoring services for people with intellectual disabilities seeking employment,

**Regional Office Programmes**

- develop Terms of Reference and assign responsibility for regional assessments of the need for specialist support within the pre-school and kindergarten systems to assist in service planning and development,
- recruit and appoint personnel to positions within the revised regional structure where necessary with priority being given to the initial group of Case Managers to be responsible for clients currently resident in Training Centres,
- transfer the staff of CSV/OIDS Community Residential Units to form the core of CSV/OIDS Local Residential Service Teams for the area in which they are located,
- identify the initial areas in which Local Residential Service Teams will be created, the clients already residing in those areas and the clients likely to move to those areas from Training Centres and hence estimate the staff, housing, service and funding requirements for the Teams,
- identify potential managers for those Local Residential Service Teams from Committees of Management of Community Residential Units, Regional Residential Associations or Local Government Authorities within their areas. Where suitable organizations do not exist in the area, develop plans for the recruitment and assignment of CSV/OIDS direct support staff giving priority to staff from Training Centres wishing to relocate to the area,
- identify the resource requirements to staff the regional emergency respite houses to be established within each region,
- identify the resource requirements to staff the respite houses to be established within each region,

**Training Centres**

- develop detailed inventories of the needs for the upgrading of existing Training Centres in respect of fire risks, occupational health and safety and overcrowding,
- prioritise the action required in respect of each Training Centre and schedule the Capital Works projects for the next three years,
- develop an initial project to train artisan staff as on-the-job trainers at each Training Centre to employ residents or others with intellectual disabilities in the maintenance of grounds, buildings and vehicles and to carry out contract work in the community,
- develop detailed plans for the conversion of St Gabriels to a hostel for offenders sentenced under Section 20 of the Intellectually Disabled Persons' Services Act,
- review the facilities and staffing at Colanda and develop detailed plans for the changes or improvements necessary to ensure that it is appropriately equipped to provide services to people with behavioural problems which are socially threatening,
- review the facilities and staffing at Moorakyne Hostel, Kew and identify the changes and improvements necessary to ensure that it is appropriately equipped to assist long-term Training Centre residents who may be relocating to community based accommodation and services and who have behavioural problems,

We **Recommend** that:

> ***266.*** Responsibility for undertaking the tasks identified in the Report for the first years of the Plan, and others which may be identified from a review of the recommendations, be assigned to specific officers within CSV/OIDS and/or the Implementation Team as appropriate, together with time-lines for their completion. A report on this process be provided to the Minister, for information, and monitoring of progress on the tasks be a responsibility of the Manager of the Implementation Team.

# 18. COSTING AND FINANCIAL ANALYSIS

*For many years, CSV/OIDS has been able to fund services to about two thirds of the people with intellectual disabilities who are registered with the Department. Approximately half of the recurrent budget has been spent on providing accommodation and services to about one quarter of the clients through Training Centres. Effectively, even though additional funds have been made available for Community Residential Units and other services, the proportion of clients to whom services have been provided has fallen over the past few years and the number of clients on waiting lists for both accommodation and support services has increased.*

*The per capita cost of service provision has risen at a greater rate than inflation and the increase in service provision has fallen behind the growth in the population of people with intellectual disabilities. At the same time, the physical condition of Training Centres has been allowed to deteriorate so that there is now a backlog of maintenance and renovation necessary to bring the buildings up to acceptable levels for occupation.*

*The situation has therefore been established where a significant number of people with intellectual disabilities are receiving few, if any, services and, at the same time, the per capita cost of service provision to those who are receiving services is unacceptably high. These features of the service system exist. They are not connected with considerations of whether the form and quality of service is acceptable within current philosophies and legislation.*

## 18.1 The Pace of Change

This Report describes the system of services which, it is recommended, the Government should put into effect over a period of time. The financial objectives of the recommendations as a whole are to increase the proportion of the population of people with intellectual disabilities receiving services at a per capita cost of provision lower than that which currently exists. Thus, when fully implemented, the redeveloped service system will be more cost-effective than that currently being delivered.

The proposed system involves many of those clients currently resident in Training Centres moving to homes in the community and the expansion of community-based services both for those relocating and those already living in the community but not receiving the services they need. The majority of the staff required to provide direct support services will transfer from Training Centres to Local Residential Service Teams whilst additional staff are recruited, mainly to work for organizations providing services under contract.

Much of the required transitional funding results from the need to manage and maintain Training Centres until the last of the residents have relocated. As the number of residents in any single Training Centre declines, the per capita cost of providing services in that Training Centre increases. This is partly due to the need to retain management and supervision whilst the number of residents decreases and partly due to the need to maintain building and common services regardless of the number of residents.

The slower the programme of expansion of community-based services, the longer the period over which these increased costs must be borne and the greater the transitional cost. From an asset recycling point of view, where Training Centre land and buildings are to be sold following closure, an additional financial burden resulting from slow service expansion is that the asset value cannot be recouped until a later date.

There is a direct relationship between the rate at which particular clients relocate and the rate at which appropriate services are developed. For example, as children are to be given priority in accommodation in community-based facilities, it is essential that children's services—for the right number of children and in the right locations—be developed at a rate which will accommodate those children currently in Training Centres plus a significant proportion of those on waiting lists for services. There is no purpose in the rapid development of employment services, for example, if the majority of the people to be accommodated are children.

From another aspect, it is planned that the majority of the staff who will be employed in CSV/OIDS Local Residential Service Teams will be Direct Service staff currently employed in Training Centres. Thus the number of CSV/OIDS, as opposed to contracted, Local Residential Service Teams will be a function of the number of clients relocating from Training Centres and the number of Direct Service staff available for transfer as a result. The total number of Local Residential Service Teams, on the other hand, will be a function of the number of clients, both from Training Centres and from Waiting Lists, for whom residential services are to be provided in a particular year.

It will be clear from the above that transitional funding can be minimised by closing Training Centres one at a time and as rapidly as possible whilst ensuring that the pattern of additional service capacity is kept in balance with the demand. However, some of the proposed service redevelopment initiatives involve using specific Training Centre premises for other purposes and, if the full range of services is to be available, the residents of those Training Centres must be accommodated first. The sequence of service redevelopment set out in this Report takes cognisance of this fact.

An important feature of the implementation of the Plan is that the pace of change and the manner in which the various elements of service redevelopment are maintained in balance has a significant effect on the magnitude of the costs associated with the transition as well as on the success of the redevelopment.

## 18.2 Costing Assumptions of Plan Activities

All estimated costs are in 1988 dollars. Additional quantitive assumptions other than cost are that:

- Base operating expenses in 1988/89 are based on Budget allocations for CSV/OIDS. Other expenditure is based on an uplift of 14% over the 1985/86 figures which are the latest for which a detailed analysis is available. Per Capita Costs for clients in Joint Institutions managed by the Health Department Victoria are assumed at $25,000 p.a. Consolidated Revenue Income from Pension deductions and subsidies to Commonwealth funded organizations are assumed to be unchanged throughout the period of the Plan.

- Capital Expenditure in respect of Works and Services on Private Training Centres ($2,034,000), OIDS Head Office ($215,000) and Regional Offices ($219,000) is assumed to be unchanged in each year of the Plan. No capital expenditure is included in respect of State or Non-Government Community Residential Units.

- It is assumed that, whilst clients are still resident in any particular Training Centre, capital works will be carried out to deal with the occupational safety, fire risk and overcrowding deficiencies already identified. In view of the magnitude of the expenditure involved, an amount of 10% of the estimated total required for each Training Centre is included in any year in which clients are resident in that Training Centre. Expenditure is not included for any Training Centre after all its residents have been relocated to the community. 50% of the capital expenditure is treated as improvements and added to the value expected to be recouped where properties are to be available for disposal. The potential income from disposal of each Training Centre is included in the second year after the last client has relocated.

- Capital payments in respect of Establishment and Furnishing Grants and Government contributions to the establishment of Housing Co-operatives are included as Works and Services expenditure in the appropriate year.

- Commonwealth Government contributions to Non-Government organizations (Capital and Recurrent) are maintained at current levels throughout the planning period. However, the Consolidated Revenue cash inflow from the proportion of Pensions recovered from residents in Training Centres is reduced as the number of those residents declines.

- The Operating Costs of Training Centres are reduced by the cost of one Direct Support Staff member (estimated at $22,000 p.a.) for each two residents relocating to the community until such time as the last resident leaves the Training Centre when all costs are reduced to zero. The exceptions to this are in respect of St Gabriels where the change in usage will result in a reduction in staff levels to approximately 30% of current levels and Kingsbury where costs are assumed to be transferred to the Health Department Victoria. No adjustment is made in respect of the potential cost saving available from the transfer of Training Centre staff to other programmes once Training Centre residents are attending Development or Employment initiative programmes during the day.

Cost assumptions in respect of individual programmes are as follows:

- **Special Needs Foster Care**. Foster Parents will be reimbursed for additional expenses incurred at the rate of $150 per week.
- **Supplementary Family Scheme**. Additional expenses will be reimbursed at the rate of $150 per week to be pro-rated between the participating families according to their respective periods of care.
- **Respite Service**. An establishment cost of $5,000 will be incurred for each respite place. Each place will incur operating costs of $500 per week but the operating organizations will be permitted to charge a fee of up to $80 per week to families using the service.
- **Emergency Respite Services**. An Establishment cost of $5,000 will be incurred for each place. Operating costs for each place will be $850 per week.
- **OIDS Local Residential Service Teams**. Local Residential Service Teams are most cost-effective when they operate at, or close to, the maximum practical numbers of staff and clients. In practice, the staffing of any Local Residential Service Team will reflect the specific needs of the clients for which it provides care and services.

  For cost estimation purposes, it is assumed that teams will be created to provide services to clients in multiples of one hundred and that the average per capita cost of service provision will be $30,000 p.a. in the first full year reducing by $1,500 per place in each year until the per capita cost is reduced to $15,000. This reflects the policy of providing services for the severely and profoundly disabled first. As services to clients with less severe needs are undertaken by Local Residential Service Teams, the average cost per client will be reduced.
- **Contracted Local Residential Service Teams**. Individual Funding and Service Agreements will reflect the service needs of the clients to receive services from each team. Cost assumptions assume similar average costs to those of the OIDS Local Residential Service Teams and the average per capita cost is assumed to be $30,000 in the first year reducing over time to $15,000.
- **Childrens' Group Homes** (MOHC). An establishment cost of $2,000 will be incurred for each place. The houses will be rented from the Ministry of Housing and Construction, rents paid from the Handicapped Child's Allowance and services provided by Local Residential Service Teams. There will be no additional recurrent costs.
- **Childrens' Group Homes** (Private Sector). It is assumed that a small proportion of parents will be prepared to contribute to the additional rent necessary to ensure that a Group Home is available from the private rental market and in the location of their choice. An establishment cost of $2,000 will be incurred for each place and rents will be paid from the Handicapped Child's Allowance plus family contributions. Services will be provided by Local Residential Service Teams. There will be no additional recurrent costs.
- **Adult Equity Housing Co-operative Scheme.** An Establishment and Furnishing grant of $2,000 will be available for each participant in the scheme. Additionally, a Government contribution to the Co-operative of $10,000 will be made for each client. Clients will rent their homes from the Co-operative and receive services from Local Residential Service Teams. There will be no additional recurrent costs.
- **Adult Group Homes** (MOHC). An establishment cost of $2,000 will be incurred for each place. Rents will be paid by clients from pensions and residents will receive services from Local Residential Service Teams. There will be no additional recurrent costs.
- **Adult Group Homes** (Private Sector). It is assumed that a small proportion of adult clients will be able to contribute, from family or capital resources, to the additional rental necessary to ensure that a Group Home is available from the private rental market in the location of their choice rather than from the Ministry of Housing and Construction. Service provision costs are similar to those for MOHC Group Homes and no special provision is made for this scheme.
- **Case Management Training**. Training Courses are assumed to run for two weeks for each potential Case Manager and to have a cost of $500 per student-week.

- **Direct Support Staff Induction Courses**. Training Courses are assumed to run for three weeks for each student and to have a cost of $500 per student-week.
- **Generic Staff Training Courses**. Training Courses are assumed to run for three weeks for each student and to have a cost of $500 per student-week.
- **Overseas Interchange**. The costs incurred in this scheme would be air-fares plus adjustments in respect of living expenses. Costs are included for five interchanges in each year at a cost of $15,000 per exchange.
- **Adult Day Training Centres**. Additional funding of $2,000,000 has been included for the first year increasing by a further $2,000,000 in each year of the plan. This should provide for an additional 300 Adult Day Training Centre places each year.
- **Development Programmes**. Estimated recurrent costs are $150 per client per week.
- **Employment Initiatives Scheme**. Funding support for this scheme is assumed at the rate of $10,000 per client per year.
- **Youth Trainee (Work Experience) Scheme**. Subsidies are assumed at the rate of $5,000 p.a. per participating client.
- **Plan Implementation Support**. An amount of $250,000 is included for each year to fund the operations of a team in OIDS Head Office to provide assistance to Training Centre and Regional Services Management in implementing the Plan changes.
- **Intellectual Disabilities Council**. Funding is included for (1) a full-time Secretariat comprising an Executive Officer to the Council, a Public Relations officer and appropriate support staff, and (2) the provision of materials for Public Education plus the expenses associated with meetings and conferences. Costs for these areas of activity have been assumed at $250,000 and $500,000 p.a. respectively.

## 18.3 Expenditure Forecasts

The normal Budget time-table does not allow for a full year of any new programme or activity to be effective in the year in which it is initiated. In effect, only about 25% of the full year costs of any new Budget initiative are expended in the planned Budget Year. We have therefore "lagged" the planned expenditure for each year by nine months so that the expenditure shown for any year is made up of 75% at the previous years level and 25% at the plan year level. The average number of clients participating in any program has been adjusted in the same way so that the per capita costs correctly reflect the actual expected expenditure and the actual expected average number of clients. The results are shown in Table 18.1.

A summary of forecast expenditure, assuming that all the elements of the Plan are implemented to the time-scale recommended in this Report, is presented in Figure 18.1 below. A significant feature shown in this chart is that the recurrent expenditure stabilises in Year 5 of the Plan and begins to decline in Year 9 even allowing for the development of additional community-based services throughout the Plan period.

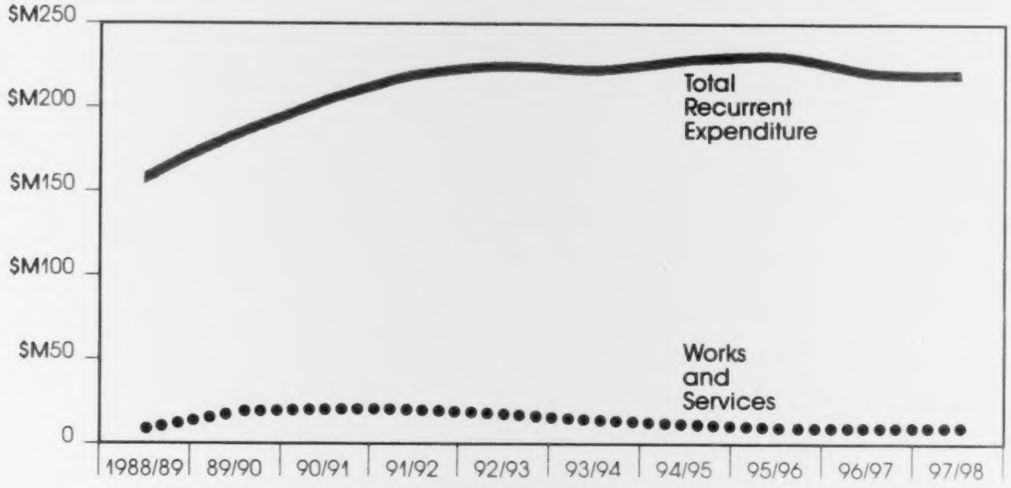

Figure 18.1: PLAN EXPENDITURE CHART

## 18.4 The Transitional Period

It will be clear from the earlier chapters of this report that we envisage a fundamental change in the roles of many of the personnel currently concerned with the organization and delivery of services together with a widening of the base of service provision. We recommend the gradual closing of Training Centres in their present form as both residents and staff relocate to community-based services. We recommend many services currently provided through specialist units being provided through expanded generic services.

Assisting staff and residents from Training Centres to relocate to community-based services may require the temporary duplication of direct support roles because new services must be created and staffed before residents can move and staff be relocated. The unit cost of service to each client still resident in the Training Centre will therefore escalate during the period of relocation.

Some of the "bridging" costs of transition will be recouped, at a later date, by the Government from the sale of Training Centres and the land on which they stand. None of the proceeds from such sales will be available until after the new services required to provide services for the residents relocating from Training Centres have been established and the clients relocated.

We have estimated that the eventual per capita costs of the service system will be less than those of the current system. The main reasons are that:

- the service system will respond to the precise needs of individual clients and will be staffed according to the specific clients' needs. Thus, the automatic over-provision of services which results from attempts to fit clients to the system instead of the other way round will be discontinued. The per capita cost of services to clients in the community will therefore decline,
- in the "whole-of-life" environment which exists in Training Centres, some Private Training Centres and some CRUs, services are currently funded by CSV/OIDS which are more properly, and probably more efficiently, performed by generic service agencies. The transfer of these services to specialist agencies will result in a decline in CSV/OIDS unit servicing costs,
- historically, CSV/OIDS has been involved in the acquisition and maintenance of buildings to house a relatively small proportion of the population with intellectual disabilities whilst the residents in those buildings have accumulated savings from pension payments because they had little use for the income. Over time, this situation will change as opportunities for people with intellectual disabilities to acquire their own homes, by rental or purchase, increase and maintenance becomes a personal rather than a State cost,
- it is expected that, with the greater concentration on client development made possible by the use of GSPs and IPPs in conjunction with effective case management, more clients will become less dependent and require less services over time. Experience in other countries has shown this to be so and there is no reason to expect that the Victorian experience will be markedly different,
- effective vocational services will result in a proportion of clients becoming financial self-supporting with a consequent reduction in financial assistance from both the State and the Commonwealth,
- as the Regional structure of CSV/OIDS strengthens and the Central Office responsibilities of CSV/OIDS become more closely linked with those of CSV as a whole, we envisage a smaller but more effective group within CSV/OIDS Central Office. This will result in a reduction in overhead costs.

Nonetheless, as one means of maintaining a measure of control over possible cost escalation as clients move from one form of service to another, we believe there should be introduced a system of funds transfer between CSV/OIDS funded programmes, which is related to clients moving from one type of programme to another.

This "dowry" system would operate on the basis of a pooled transitional fund, essentially an accounting procedure, by which the costs of operation of Training Centres, which operate as units and where units cannot be closed until all residents and staff of a unit are located elsewhere, are not artificially and unreasonably deflated simply because their numbers of residents have fallen from one year to the next.

For example, the population of a Training Centre may decline in a linear or near-linear manner. However, units may need to remain open to serve remaining residents, and operating costs are therefore likely to fall in a step-wise manner.

To overcome either the situation where costs of operation are unreasonably reduced or costs escalate per capita beyond acceptable limits, we suggest that the operating budget of each Training Centre be reduced as each client leaves, by a fixed per capita amount representing the average per capita cost of operating that centre.

A transitional fund would provide a replacement contribution to the operating cost of the centre, of an agreed sum representing the per capita cost less the savings made from each client's departure. As units close, the savings would be incrementally larger, and could be returned to the transitional pool.

Each year's budget would establish a new level of operating costs for each centre, and a new transitional fund.

The "dowry", being the per capita amount deducted from operating costs as each client leaves, would be allocated to the budgets of those services to which the client is relocating, and any adjustment in total expenditure on that client would be made by way of an allocation from or to the transitional fund.

In this manner, control can be maintained over the total system-wide costs of this aspect of service redevelopment and the costs of changeover between service systems can be monitored.

Accordingly we **Recommend** that:

> ***267.*** A transitional funding process be established whereby clients transferring from one service to another carry with them a per capita budgetary allocation transferred from the budget of the prior service to that of the new service. A fund be established which serves to maintain the prior service at an economic operating level until an incremental change in funding is possible as client numbers reduce.

## 18.5 Continuing the Current Pattern of Service Development

As stated above, the pace of service development has, in recent years, fallen behind the growth in the Victorian population, both in overall terms and in respect of people with intellectual disabilities. From a financial point of view, examination should therefore be made of the likely impact of continuing the current pattern of service development but increasing the pace of that development to equal that of the growth in population whilst making some impact on the waiting lists which have developed.

Any plan to continue the current pattern of service development would involve maintaining the current Training Centres. As we have stated earlier in this Report, our estimates of the capital cost of bringing the physical fabric of these institutions up to acceptable levels for long term occupation, including taking measures to deal with the occupational health and safety, fire risk and other issues which exist at present, is of the order of $100 million. Dealing with the overcrowding would require the relocation of some 550 clients, presumably to Community Residential Units.

The annual growth in the population of people with intellectual disabilities who will register with CSV/OIDS for accommodation and residential services, is approximately 120 people per year. As there are some 1,400 people on the current waiting lists, it would appear prudent to allow for at least a further 140 persons to be accommodated each year in respect of this waiting list. This would suggest that, for the next ten years, it would be necessary to provide accommodation and services for at least 315 persons per year—55 from Training Centres, 140 from waiting lists and 120 from growth in the population.

The Community Residential Unit programme, which is the current model for providing accommodation and services for people with intellectual disabilities, requires approximately $150,000 in capital for each additional Uni plus a recurrent per capita cost of between $30,000 and $45,000 depending on their needs for support and service. Assuming that 315 people could be accommodated in 75 houses and that the average recurrent cost would be $35,000 per person, the recurrent costs associated with this rate of growth in the Community Residential Unit programme would increase by just over $11 million in each of the ten years and capital costs of a similar amount would be incurred each year. To these capital costs must be added some $10 million per annum in respect of the required improvements to the fabric of Training Centres. No capital contribution from the sale of Training Centre land and buildings would, of course, be available to offset this cost.

This pattern of expenditure assumes that no increases in budget allocations are made in respect of Early Intervention services, Respite services, Day Activities, Employment Initiatives, Behaviour Management programmes or Staff Training even though the demand for these services would, without allowing for any unsatisfied current demand, increase by at least one per cent per year (say, $4 million per year, recurrent cost).

In our estimation, the costs associated with continuing the current pattern of services would, over a ten year period and after making allowance for removing current deficiencies in Training Centres alone, exceed the costs, in both capital and recurrent terms, required to implement the initiatives set out in this Report without making any real improvement to the quality of life for more than a handful of the people with intellectual disabilities in Victoria.

Figure 18.2 summarizes our forecast of likely patterns of expenditure over the next decade, assuming continuation of the current system of services.

Figure 18.3 superimposes the total expenditure for the continuation of the current pattern of expenditure shown above on the projected expenditure for implementation of the Plan. This indicates that, on the financial basis assumed in the Report, the development of services in the manner recommended in this Plan need not become an excessive burden on Government funding and may, if our assumed levels of service need prove to be correct, result in some savings when compared with a continuation of current service provision systems.

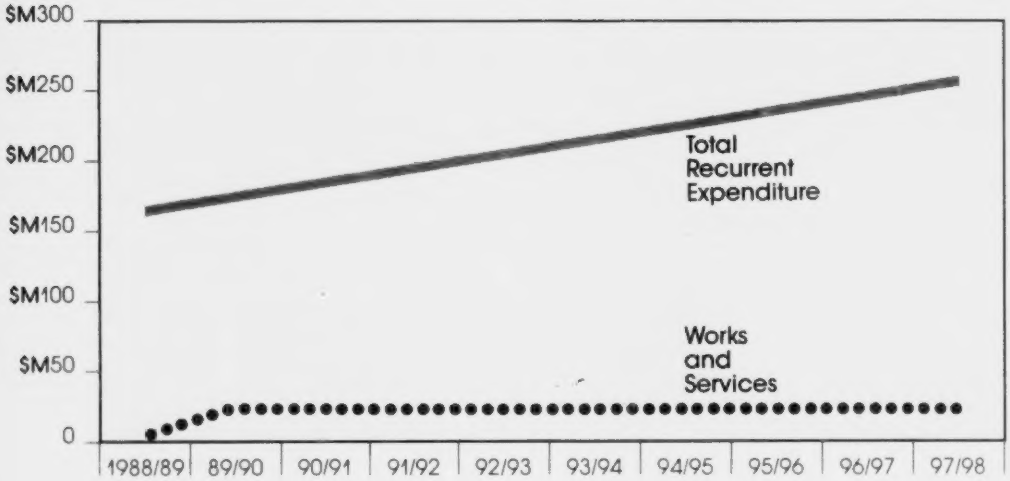

**Figure 18.2: CURRENT EXPENDITURE PATTERN**

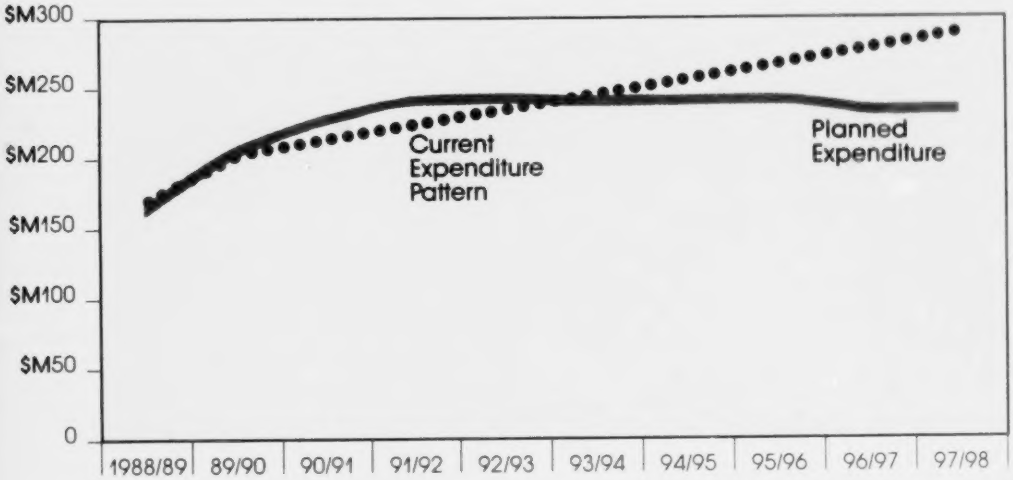

**Figure 18.3: COMPARISON OF CURRENT AND PLANNED EXPENDITURE PATTERNS**

## 18.6 Continued Financial Modelling

The financial estimates presented in this chapter illustrate the feasibility of the proposals for new services set out in the Plan. They do not include costs which may be incurred by some Government agencies who will need to expand their services to a modest extent to facilitate access by people with intellectual disabilities.

The experience of the first few years of implementation of the Plan will show clearly how costs will be affected in detail. The resources then made available by Government will determine the pace at which change can occur and the ultimate capacity and quality of new and expanded service systems.

It is important that CSV/OIDS maintains the capability to continually revise and update the financial models we have prepared as part of the detailed development of the Plan, and which remain on computer in the CSV/OIDS office.

Annual revisions of the models to update cost assumptions and population assumptions are essential. The preparation of revised financial forecasts on a regular basis will assist in a major way in both implementing and monitoring the Plan.

## Table 18.1: PROJECTIONS AFTER ADJUSTMENT FOR BUDGET LAG (25% OF PLANNED

| | 1988/89 Average | | $ | 1989/90 Average | | $ | 1990/91 Average | | $ | 1991/92 Average | | $ | 1992/93 Average | | $ |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Recurrent Expenditure** | Expenditure $ | No. of Clients | per capita | Expenditure $ | No. of Clients | per capita | Expenditure $ | No. of Clients | per capita | Expenditure $ | No. of Clients | per capita | Expenditure $ | No. of Clients | per capita |
| Colanda | 7209370 | 161 | 44675 | 7102120 | 150 | 47347 | 7102120 | 150 | 47347 | 7102120 | 150 | 47347 | 7102120 | 150 | 47347 |
| Kingsbury | 2951410 | 72 | 41063 | 2058870 | 50 | 41177 | 0 | 50 | 0 | 0 | 50 | 0 | 0 | 50 | 0 |
| Janefield | 9950410 | 413 | 24071 | 9396285 | 358 | 26219 | 8374660 | 175 | 47855 | 5662245 | 0 | | 0 | 0 | |
| Caloola | 17181200 | 564 | 30463 | 16899325 | 537 | 31448 | 16072950 | 384 | 41884 | 15165450 | 236 | 64192 | 10538775 | 0 | |
| Sandhurst | 1261680 | 41 | 30773 | 1063680 | 20 | 53184 | 1063680 | 20 | 53184 | 1063680 | 20 | 53184 | 1063680 | 20 | 53184 |
| Pleasant Creek | 4032730 | 118 | 34067 | 3925480 | 107 | 36687 | 3925480 | 107 | 36687 | 3925480 | 107 | 36687 | 3778355 | 94 | 40356 |
| Kew Cottages | 22680130 | 773 | 29345 | 22671880 | 772 | 29368 | 22671880 | 772 | 29368 | 22578380 | 764 | 29572 | 22073755 | 684 | 32289 |
| St Gabriels | 1490490 | 27 | 54447 | 1254705 | 30 | 41824 | 473100 | 30 | 15770 | 473100 | 30 | 15770 | 473100 | 30 | 15770 |
| Aradale * | 5350000 | 214 | 25000 | 4550000 | 182 | 25000 | 3775000 | 151 | 25000 | 2800000 | 112 | 25000 | 1750000 | 70 | 0 |
| Brierly * | 550000 | 22 | 25000 | 0 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | |
| Mayday Hills * | 4000000 | 160 | 25000 | 3350000 | 134 | 25000 | 2550000 | 102 | 25000 | 1800000 | 72 | 25000 | 1100000 | 44 | 0 |
| **Total Training Centres** | **76657420** | **2566** | **29871** | **72272345** | **2341** | **30876** | **66008870** | **1941** | **34012** | **60570455** | **1541** | **39312** | **47879785** | **1141** | **41964** |
| Private Training Centres | 2906000 | 169 | 17195 | 2906000 | 169 | 17195 | 2906000 | 169 | 17195 | 2906000 | 169 | 17195 | 2906000 | 169 | 17195 |
| Day Training Centres (1) | 29749000 | 0 | | 29749000 | 0 | | 29749000 | 0 | | 29749000 | 0 | | 29749000 | 0 | |
| Community Residential Units - State | 5352000 | 114 | 46947 | 5352000 | 114 | 46947 | 5352000 | 114 | 46947 | 5063400 | 112 | 45209 | 4159300 | 92 | 45210 |
| Community Residential Units - Non-Government | 16400000 | 539 | 30427 | 16400000 | 539 | 30427 | 16400000 | 539 | 30427 | 16400000 | 539 | 30427 | 16400000 | 539 | 30427 |
| Group Homes (2) | 1685000 | 84 | 20060 | 1685000 | 84 | 20060 | 1685000 | 84 | 20060 | 1645000 | 82 | 20061 | 1243700 | 62 | 20060 |
| Hostels | 880000 | 247 | 3563 | 880000 | 247 | 3563 | 880000 | 247 | 3563 | 880000 | 247 | 3563 | 880000 | 247 | 3563 |
| Nursing Homes | 0 | 78 | | 0 | 78 | | 0 | 78 | | 0 | 78 | | 0 | 78 | |
| Adult Home Board | 232280 | 14 | 16591 | 35360 | 17 | 2080 | 76960 | 37 | 2080 | 118600 | 57 | 2081 | 160200 | 77 | 2081 |
| Independent Living | 0 | 45 | | 0 | 45 | | 0 | 68 | | 0 | 88 | | 0 | 108 | |
| Cluster Apartments | 50250 | 7 | | 0 | 7 | | 0 | 7 | | 0 | 7 | | 0 | 7 | |
| OIDS HO | 3911500 | 0 | | 3911500 | 0 | | 3911500 | 0 | | 3911500 | 0 | | 3911500 | 0 | |
| Special Accommodation Houses | 0 | 685 | | 0 | 685 | | 0 | 685 | | 0 | 685 | | 0 | 685 | |
| OIDS Regions | 15537000 | 0 | | 15537000 | 0 | | 15537000 | 0 | | 15537000 | 0 | | 15537000 | 0 | |
| **New Policy Proposals** | | | | | | | | | | | | | | | |
| Specialised Foster Care (2) | 31200 | 4 | 7800 | 265200 | 34 | 7800 | 499200 | 64 | 7800 | 733200 | 94 | 7800 | 967200 | 124 | 7800 |
| Supplementary Family Scheme (2) | 62400 | 8 | 7800 | 530400 | 68 | 7800 | 959400 | 123 | 7800 | 1115400 | 143 | 7800 | 1271400 | 163 | 7800 |
| Early Intervention Services (2) | 750000 | | | 3000000 | | | 3000000 | | | 3000000 | | | 3000000 | | |
| Respite Homes | 196560 | 0 | | 982800 | 0 | | 1769040 | 0 | | 2555280 | 0 | | 3144960 | 0 | |
| Special Needs Adoption extension (2) | 50000 | 0 | | 200000 | 0 | | 200000 | 0 | | 200000 | 0 | | 200000 | 0 | |
| OIDS Local Residential Service Teams | 2250000 | 0 | | 10312500 | 0 | | 16087500 | 0 | | 23850000 | 0 | | 33150000 | 0 | |
| Contract Local Residential Service Teams | 750000 | 0 | | 5812500 | 0 | | 16087500 | 0 | | 22575000 | 0 | | 25725000 | 0 | |
| Children's Group Homes (MOH) | 0 | 20 | | 0 | 163 | | 0 | 183 | | 0 | 203 | | 0 | 223 | |
| Children's Group Homes (Private) | 0 | 11 | | 0 | 91 | | 0 | 101 | | 0 | 111 | | 0 | 121 | |
| Adult Co-op Housing | 0 | 20 | | 0 | 210 | | 0 | 623 | | 0 | 1123 | | 0 | 1623 | |
| Adult Group Homes (MOH) | 0 | 13 | | 0 | 118 | | 0 | 223 | | 0 | 328 | | 0 | 433 | |
| Adult Group Homes (Private) | 0 | 5 | | 0 | 45 | | 0 | 85 | | 0 | 125 | | 0 | 165 | |
| Emergency Respite Homes | 397800 | 0 | | 1989000 | 0 | | 3580200 | 0 | | 5171400 | 0 | | 6364800 | 0 | |
| Staff Training - Case Managers | 25000 | 0 | | 100000 | 0 | | 100000 | 0 | | 100000 | 0 | | 100000 | 0 | |
| Staff Training - Direct Support | 150000 | 0 | | 600000 | 0 | | 600000 | 0 | | 600000 | 0 | | 600000 | 0 | |
| Staff Training | 0 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | |
| Induction - General Service | 75000 | 0 | | 300000 | 0 | | 300000 | 0 | | 300000 | 0 | | 300000 | 0 | |
| Overseas Interchange | 18750 | 0 | | 75000 | 0 | | 75000 | 0 | | 75000 | 0 | | 75000 | 0 | |
| Adult Day Training Centres | 500000 | 0 | | 2500000 | 0 | | 4500000 | 0 | | 6500000 | 0 | | 8500000 | 0 | |
| Development Programs | 750000 | 0 | | 3750000 | 0 | | 6750000 | 0 | | 9750000 | 0 | | 12750000 | 0 | |
| Employment Initiatives | 1000000 | 0 | | 5000000 | 0 | | 8000000 | 0 | | 8000000 | 0 | | 8000000 | 0 | |
| Work Experience | 250000 | 0 | | 1250000 | 0 | | 2000000 | 0 | | 2000000 | 0 | | 2000000 | 0 | |
| Ten Year Plan Implementation | 62500 | 0 | | 250000 | 0 | | 250000 | 0 | | 250000 | 0 | | 250000 | 0 | |
| Intellectual Disabilities Committee - Secretariat | 62500 | 0 | | 250000 | 0 | | 250000 | 0 | | 250000 | 0 | | 250000 | 0 | |
| Intellectual Disabilities Committee - Public Education | 125000 | 0 | | 500000 | 0 | | 500000 | 0 | | 500000 | 0 | | 500000 | 0 | |
| LESS Children Out of Institutions | 125000 | | | -500000 | | | -500000 | | | -500000 | | | -500000 | | |
| **Recurrent - Health** | **9900000** | | | **7900000** | | | **6325000** | | | **4600000** | | | **2850000** | | |
| **Recurrent - CSV General** | **2578600** | | | **5680600** | | | **6343600** | | | **6693600** | | | **6682300** | | |
| **Recurrent - CSV/OIDS** | **142297560** | | | **166349005** | | | **188879570** | | | **206546635** | | | **213976545** | | |
| **Recurrent - Commonwealth** | **5966000** | | | **5966000** | | | **5966000** | | | **5966000** | | | **5966000** | | |
| **Total Recurrent** | **160742160** | **4630** | | **185895605** | **8067** | | **207514170** | **6370** | | **223806235** | **5731** | | **229474845** | **6056** | |
| **Works and Services** | **1988/89** | | | **1989/90** | | | **1990/91** | | | **1991/92** | | | **1992/93** | | |
| Training Centres | 2171250 | | | | | | | | | | | | | | |
| Colanda | 110000 | | | 440000 | | | 440000 | | | 440000 | | | 440000 | | |
| Kingsbury | 62500 | | | 250000 | | | 250000 | | | 250000 | | | 250000 | | |
| Janefield | 285000 | | | 1140000 | | | 855000 | | | 0 | | | 0 | | |
| Caloola | 702500 | | | 2810000 | | | 2810000 | | | 2107500 | | | 0 | | |
| Sandhurst | 42500 | | | 170000 | | | 170000 | | | 170000 | | | 170000 | | |
| Pleasant Creek | 172500 | | | 690000 | | | 690000 | | | 690000 | | | 517500 | | |
| Kew Cottages | 650000 | | | 2600000 | | | 2600000 | | | 2600000 | | | 2600000 | | |
| St Gabriels | 7500 | | | 30000 | | | 30000 | | | 30000 | | | 30000 | | |
| Aradale * | 522500 | | | 2090000 | | | 2090000 | | | 2090000 | | | 1567500 | | |
| Brierly * | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Mayday Hills * | 242500 | | | 970000 | | | 970000 | | | 970000 | | | 727500 | | |
| Community Residential Units - State | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Community Residential Units - Non-Government | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Private Training Centres | 2034000 | | | 2034000 | | | 2034000 | | | 2034000 | | | 2034000 | | |
| OIDS H.O. | 215000 | | | 215000 | | | 215000 | | | 215000 | | | 215000 | | |
| OIDS Regions | 219000 | | | 219000 | | | 219000 | | | 219000 | | | 219000 | | |
| Respite Homes | 45000 | | | 180000 | | | 180000 | | | 180000 | | | 135000 | | |
| Children's Group Homes (MOH) | 80000 | | | 250000 | | | 40000 | | | 40000 | | | 40000 | | |
| Children's Group Homes (Private) | 45000 | | | 140000 | | | 20000 | | | 20000 | | | 20000 | | |
| Adult Co-op Housing | 480000 | | | 2640000 | | | 5100000 | | | 6000000 | | | 6000000 | | |
| Adult Group Homes (MOH) | 52500 | | | 210000 | | | 210000 | | | 210000 | | | 210000 | | |
| Adult Group Homes (Private) | 20000 | | | 80000 | | | 80000 | | | 80000 | | | 80000 | | |
| Emergency Respite Homes | 45000 | | | 180000 | | | 180000 | | | 180000 | | | 135000 | | |
| Staff Training - Case Managers | 5000 | | | 15000 | | | 0 | | | 0 | | | 0 | | |
| Staff Training - Direct Support | 30000 | | | 90000 | | | 0 | | | 0 | | | 0 | | |
| Induction - General Service | 15000 | | | 45000 | | | 0 | | | 0 | | | 0 | | |
| **Total Works and Services** | **8254250** | | | **17488000** | | | **19183000** | | | **18525500** | | | **15390500** | | |
| **Total Outflow (1)** | **168996410** | | | **203383605** | | | **226697170** | | | **242331735** | | | **244865345** | | |
| **Cash Inflow** | | | | | | | | | | | | | | | |
| Cons Rev - Pensions | 10659023 | | | 9141090 | | | 7545090 | | | 5949090 | | | 4353090 | | |
| Commonwealth Subsidies | 5966000 | | | 5966000 | | | 5966000 | | | 5966000 | | | 5966000 | | |
| **Disposal of Training Centres** | | | | | | | | | | | | | | | |
| St Gabriels | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Pleasant Creek | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Kingsbury | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Colanda | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Sandhurst | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Janefield | 0 | | | 0 | | | 0 | | | 0 | | | 6560000 | | |
| Caloola | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Kew Cottages | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| **Total Inflow (1)** | **16625023** | | | **15107090** | | | **13511090** | | | **11915090** | | | **16879090** | | |
| **Net Cashflow (1)** | **152371388** | | | **188276515** | | | **213186080** | | | **230416645** | | | **227986255** | | |
| **Cumulative Cashflow (1)** | **152371388** | | | **340647903** | | | **553833983** | | | **784250628** | | | **1012236883** | | |

*(1) includes CSV, Commonwealth & for Health payments (2) CSV General Budget *Department of Health Budget*

## Table 18.1 *continued*

| Recurrent Expenditure | 1993/94 Average | | $ | 1994/95 Average | | $ | 1995/96 Average | | $ | 1996/97 Average | | $ | 1997/98 Average | | $ |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Expenditure $ | No. of Clients | per capita | Expenditure $ | No. of Clients | per capita | Expenditure $ | No. of Clients | per capita | Expenditure $ | No. of Clients | per capita | Expenditure $ | No. of Clients | per capita |
| Colanda | 7102120 | 150 | 47347 | 7102120 | 150 | 47347 | 7102120 | 150 | 47347 | 7102120 | 150 | 47347 | 7102120 | 150 | 47347 |
| Kingsbury | 0 | 50 | 0 | 0 | 50 | 0 | 0 | 50 | 0 | 0 | 50 | 0 | 0 | 50 | 0 |
| Janefield | 0 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | |
| Caloola | 0 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | |
| Sandhurst | 1063680 | 20 | 53184 | 1063680 | 20 | 53184 | 1063680 | 20 | 53184 | 1063680 | 20 | 53184 | 1063680 | 20 | 53184 |
| Pleasant Creek | 2502735 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | |
| Kew Cottages | 20851380 | 491 | 42467 | 19007505 | 123 | 154063 | 13819410 | 0 | | 0 | 0 | | 0 | 0 | |
| St Gabriels | 473100 | 30 | 15770 | 473100 | 30 | 15770 | 473100 | 30 | 15770 | 473100 | 30 | 15770 | 473100 | 30 | 15770 |
| Aradale * | 0 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | |
| Brierly * | 0 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | |
| Mayday Hills * | 0 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | |
| **Total Training Centres** | **31993015** | **741** | **43175** | **27646405** | **373** | **74045** | **22458310** | **250** | **89833** | **8638900** | **250** | **34556** | **8638900** | **250** | **34556** |
| Private Training Centres | 2906000 | 169 | 17195 | 2935850 | 165 | 17793 | 2277500 | 128 | 17793 | 1316700 | 74 | 17793 | 658350 | 0 | |
| Day Training Centres | 29749000 | 0 | | 29749000 | 0 | | 29749000 | 0 | | 29749000 | 0 | | 29749000 | 0 | |
| Community Residential Units - State | 3255750 | 72 | 45219 | 2351400 | 52 | 45219 | 1356500 | 30 | 45217 | 0 | 0 | | 0 | 0 | |
| Community Residential Units - Non-Government | 16400000 | 539 | 30427 | 16400000 | 539 | 30427 | 16400000 | 539 | 30427 | 15030785 | 517 | 29101 | 10599500 | 314 | 33743 |
| Group Homes (2) | 842500 | 42 | 20060 | 441300 | 22 | 20059 | 80200 | 4 | 20050 | 0 | 0 | | 0 | 0 | |
| Hostels | 802505 | 236 | 3399 | 480944 | 148 | 3261 | 791000 | 222 | 3563 | 146100 | 41 | 3563 | 146100 | 41 | 3563 |
| Nursing Homes | 0 | 75 | | 0 | 44 | | 0 | 0 | | 0 | 0 | | 0 | 0 | |
| Adult Home Board | 201750 | 97 | 2080 | 243350 | 117 | 2080 | 285000 | 137 | 2080 | 326500 | 157 | 2086 | 368200 | 177 | 2086 |
| Independent Living | 0 | 128 | | 0 | 148 | | 0 | 168 | | 0 | 188 | 0 | 0 | 208 | 0 |
| Cluster Apartments | 0 | 7 | | 0 | 7 | | 0 | 7 | | 0 | 7 | | 0 | 7 | |
| OIDS H.O. | 3911500 | 0 | | 3911500 | 0 | | 3911500 | 0 | | 3911500 | 0 | | 3911500 | 0 | |
| Special Accommodation Houses | 0 | 680 | | 0 | 635 | | 0 | 549 | | 0 | 220 | 0 | 0 | 0 | |
| OIDS Regions | 15537000 | 0 | | 15537000 | 0 | | 15537000 | 0 | | 15537000 | 0 | | 15537000 | 0 | |
| **New Policy Proposals** | | | | | | | | | | | | | | | |
| Specialised Foster Care (2) | 1201200 | 154 | 7800 | 1435200 | 184 | 7800 | 1669200 | 214 | 7800 | 1903200 | 244 | 7800 | 2137200 | 274 | 7800 |
| Supplementary Family Scheme (2) | 1427400 | 183 | 7800 | 1583400 | 203 | 7800 | 1739400 | 223 | 7800 | 1895400 | 243 | 7800 | 2051400 | 263 | 7800 |
| Early Intervention Services (2) | 3000000 | | | 3000000 | | | 3000000 | | | 3000000 | | | 3000000 | | |
| Respite Homes | 3144960 | 0 | | 3144960 | 0 | | 3144960 | 0 | | 3144960 | 0 | | 3144960 | 0 | |
| Special Needs Adoption extension (2) | 200000 | 0 | | 200000 | 0 | | 200000 | 0 | | 200000 | 0 | | 200000 | 0 | |
| OIDS Local Residential Service Teams | 41287500 | 0 | | 44137500 | 0 | | 47437500 | 0 | | 43987500 | 0 | | 40537500 | 0 | |
| Contract Local Residential Service Teams | 28237500 | 0 | | 34237500 | 0 | | 37987500 | 0 | | 46687500 | 0 | | 53587500 | 0 | |
| Children's Group Homes (MOH) | 0 | 243 | | 0 | 263 | | 0 | 283 | | 0 | 303 | | 0 | 323 | |
| Children's Group Homes (Private) | 0 | 131 | | 0 | 141 | | 0 | 151 | | 0 | 161 | | 0 | 171 | |
| Adult Co op Housing | 0 | 2123 | | 0 | 2623 | | 0 | 3123 | | 0 | 3623 | | 0 | 4123 | |
| Adult Group Homes (MOH) | 0 | 538 | | 0 | 643 | | 0 | 748 | | 0 | 853 | | 0 | 958 | |
| Adult Group Homes (Private) | 0 | 205 | | 0 | 245 | | 0 | 285 | | 0 | 325 | | 0 | 365 | |
| Emergency Respite Homes | 6364800 | 0 | | 6364800 | 0 | | 6364800 | 0 | | 6364800 | 0 | | 6364800 | 0 | |
| Staff Training - Case Managers | 100000 | 0 | | 81250 | 0 | | 25000 | 0 | | 25000 | 0 | | 25000 | 0 | |
| Staff Training - Direct Support | 600000 | 0 | | 600000 | 0 | | 600000 | 0 | | 600000 | 0 | | 600000 | 0 | |
| Staff Training | 0 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | | 0 | 0 | |
| Induction - General Service | 300000 | 0 | | 300000 | 0 | | 300000 | 0 | | 300000 | 0 | | 300000 | 0 | |
| Overseas Interchange | 75000 | 0 | | 75000 | 0 | | 75000 | 0 | | 75000 | 0 | | 75000 | 0 | |
| Adult Day Training Centres | 10500000 | 0 | | 12500000 | 0 | | 14500000 | 0 | | 16375000 | 0 | | 17875000 | 0 | |
| Development Programs | 15000000 | 0 | | 15000000 | 0 | | 15000000 | 0 | | 15000000 | 0 | | 15000000 | 0 | |
| Employment Initiatives | 8000000 | 0 | | 8000000 | 0 | | 8000000 | 0 | | 8000000 | 0 | | 8000000 | 0 | |
| Work Experience | 2000000 | 0 | | 2000000 | 0 | | 2000000 | 0 | | 2000000 | 0 | | 2000000 | 0 | |
| Ten Year Plan Implementation | 250000 | 0 | | 250000 | 0 | | 250000 | 0 | | 250000 | 0 | | 250000 | 0 | |
| Intellectual Disabilities Committee - Secretariat | 250000 | 0 | | 250000 | 0 | | 250000 | 0 | | 250000 | 0 | | 250000 | 0 | |
| Intellectual Disabilities Committee - Public Education | 500000 | 0 | | 500000 | 0 | | 500000 | 0 | | 500000 | 0 | | 500000 | 0 | |
| LESS | | | | | | | | | | | | | | | |
| Children Out of Institutions | -500000 | | | -500000 | | | -500000 | | | -500000 | | | -500000 | | |
| **Recurrent - Health** | **0** | | | **0** | | | **0** | | | **0** | | | **0** | | |
| **Recurrent - CSV General** | **6671100** | | | **6659900** | | | **6688800** | | | **6998600** | | | **7388600** | | |
| **Recurrent - CSV/OIDS** | **214900280** | | | **220230459** | | | **222734570** | | | **211750245** | | | **211652310** | | |
| **Recurrent - Commonwealth** | **5966000** | | | **5966000** | | | **5966000** | | | **5966000** | | | **5966000** | | |
| **Total Recurrent** | **227537380** | **6361** | | **232856359** | **6550** | | **235389370** | **7059** | | **224714845** | **7204** | | **225006910** | **7473** | |
| **Works and Services** | **1993/94** | | | **1994/95** | | | **1995/96** | | | **1996/97** | | | **1997/98** | | |
| Training Centres | | | | | | | | | | | | | | | |
| Colanda | 440000 | | | 440000 | | | 440000 | | | 440000 | | | 440000 | | |
| Kingsbury | 250000 | | | 250000 | | | 250000 | | | 250000 | | | 250000 | | |
| Janefield | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Caloola | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Sandhurst | 170000 | | | 170000 | | | 170000 | | | 170000 | | | 170000 | | |
| Pleasant Creek | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Kew Cottages | 2600000 | | | 1950000 | | | 0 | | | 0 | | | 0 | | |
| St Gabriels | 30000 | | | 30000 | | | 30000 | | | 30000 | | | 30000 | | |
| Aradale * | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Brierly * | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Mayday Hills * | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Community Residential Units - State | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Community Residential Units - Non-Government | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Private Training Centres | 2034000 | | | 2034000 | | | 2034000 | | | 2034000 | | | 2034000 | | |
| OIDS H.O. | 215000 | | | 215000 | | | 215000 | | | 215000 | | | 215000 | | |
| OIDS Regions | 219000 | | | 219000 | | | 219000 | | | 219000 | | | 219000 | | |
| Respite Homes | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Children's Group Homes (MOH) | 40000 | | | 40000 | | | 40000 | | | 40000 | | | 40000 | | |
| Children's Group Homes (Private) | 20000 | | | 20000 | | | 20000 | | | 20000 | | | 20000 | | |
| Adult Co-op Housing | 6000000 | | | 6000000 | | | 6000000 | | | 6000000 | | | 6000000 | | |
| Adult Group Homes (MOH) | 210000 | | | 210000 | | | 210000 | | | 210000 | | | 210000 | | |
| Adult Group Homes (Private) | 80000 | | | 80000 | | | 80000 | | | 80000 | | | 80000 | | |
| Emergency Respite Homes | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Staff Training - Case Managers | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Staff Training - Direct Support | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Induction - General Service | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| **Total Works and Services** | **12308000** | | | **11658000** | | | **9708000** | | | **9708000** | | | **9708000** | | |
| **Total Outflow (1)** | **239845380** | | | **244514359** | | | **245097370** | | | **234422845** | | | **234714910** | | |
| **Cash Inflow** | | | | | | | | | | | | | | | |
| Cons Rev - Pensions | 2757090 | | | 1170068 | | | 0 | | | 0 | | | 0 | | |
| Commonwealth Subsidies | 5966000 | | | 5966000 | | | 5966000 | | | 5966000 | | | 5966000 | | |
| **Disposal of Training Centres** | | | | | | | | | | | | | | | |
| St Gabriels | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Pleasant Creek | 0 | | | 632500 | | | 1897500 | | | 0 | | | 0 | | |
| Kingsbury | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Colanda | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Sandhurst | 0 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Janefield | 19680000 | | | 0 | | | 0 | | | 0 | | | 0 | | |
| Caloola | 4841250 | | | 14523750 | | | 0 | | | 0 | | | 0 | | |
| Kew Cottages | 0 | | | 0 | | | 0 | | | 12237500 | | | 36712500 | | |
| **Total Inflow (1)** | **33244340** | | | **22292318** | | | **7863500** | | | **18203500** | | | **42678500** | | |
| **Net Cashflow (1)** | **206601040** | | | **222222042** | | | **237233870** | | | **216219345** | | | **192036410** | | |
| **Cumulative Cashflow (1)** | **1218837923** | | | **1441059965** | | | **1678293835** | | | **1894513180** | | | **2086549590** | | |

*(1) includes CSV Commonwealth & for Health payments (2) CSV General Budget * Department of Health Budget*

Continued

# SECTION 5:

# ACKNOWLEDGEMENTS

# 19. ACKNOWLEDGEMENTS

The study leading to the production of the Ten Year Plan was conducted by a team of consultants led by Neilson Associates Pty. Ltd. Lyndsay R. Neilson and Geoffrey W. Smith accept responsibility for the contents of the Final Report and the views expressed therein. The data included in both the Interim and the Final Report are based upon research and analysis conducted by:

| | | |
|---|---|---|
| *Lyndsay Neilson* | *Neilson Associates Pty. Ltd.* | *Project Director* |
| *Geoffrey Smith* | *Effective Management Pty. Ltd.* | *Project Manager and Systems Consultant* |
| *Ian Godfrey* | *Sweetnam, Godfrey & Ord* | *Facilities Planning Consultant* |
| *Machmud Mackay* | *Mackay & Associates Pty. Ltd.* | *Organization and Staffing Consultant* |
| *Gerald McCalden* | *Regional Information Systems* | *Forecasting Consultant* |
| *Hadley Sides* | *Wilson, Sayer, Core Pty. Ltd.* | *Demographer & Economics Consultant* |
| *James Watson* | *Neilson Associates Pty. Ltd.* | *Financial Consultant* |
| *Tony Carpenter* | *Cameron & Middleton Pty. Ltd.* | *Building Economist* |
| *Brendon Gleeson* | *Neilson Associates Pty. Ltd.* | *Research Consultant.* |

During the period leading to the production of the Final Report, the Consultant Team was supported by The Ten Year Plan Project Team from the Office of Intellectual Disability Services. The permanent members of the Team were:

| | |
|---|---|
| *Diane Berryman* | *Special Projects Officer* |
| *Doug Hoth* | *Outer East Region* |
| *Cathy Panayotides* | *Computer Operator* |

In addition to these permanent members, the Team was supplemented, for periods varying from four to nine months, by experienced personnel seconded from either Government or non-Government organizations who provided valuable practical input in many areas. The seconded members of the Team were:

| | |
|---|---|
| *Andrea Willoughby* | *Charge Nurse, Kew Cottages* |
| *Cathy Boyd* | *Charge Nurse, St Gabriels Centre* |
| *Peter Senini* | *Charge Nurse, Caloola Centre* |
| *Heather Feldman* | *CSV Western Suburbs Region* |
| *Malcolm Press* | *Consulting Psychologist* |
| *Marion Wellwood* | *Director, Knoxbrooke Centre* |
| *Bernadette Stumpf* | *Director, Northcote/Preston Centre* |
| *Stuart Tillotson* | *Administrator, Melba Centre* |
| *Tamara Betson* | *Computer Operator, Caloola Centre* |

The consultants wish to acknowledge the significant contributions made to the study by every member of the Ten Year Plan Project Team. Their experience of practical issues and of successful innovative practices has materially assisted the development of many of the recommendations included in the Plan.

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The consultants also wish to acknowledge the contributions to the Final Report from two overseas experts in the field of intellectual disabilities.

| | |
|---|---|
| *Prof. Robert Henderson* | *University of Illinois, USA* |
| *Mr. Gerald Provencal* | *Macomb-Oakland Centre, Michigan, USA*<br>*Mr. Provencal's visit was kindly sponsored by the Yungaburra Foundation, established by Mr. Brian Johnstone, to support people with intellectual disabilities and their families.* |

Bob Henderson provided assistance with the development of educational options.

Gerry Provencal gave us the benefit of his wide experience in the development and provision of community-based services to thousands of clients, many of whom had spent many of their years in institutions. His unwavering commitment to improving the quality of life for people with intellectual disabilities and his practical approach to the evaluation of potential service models provided input to the development of recommendations in many areas.

In addition to those who provided direct input to various aspects of the Plan, the consultants wish to acknowledge the contributions of innumerable parents, clients and service-providers. The latter include those within CSV, in the non-Government sector and from other Government Departments, many of whom have participated in discussions with the consultants or provided constructive views in other ways. In this group, the consultants would include all those who participated in the Public Consultation, either though the preparation of submissions or through attendance at Public and other meetings.

Finally, the consultants wish to acknowledge the contributions from Community Services Victoria. Throughout the period of the project, the consultants have enjoyed the support and encouragement of the Department, from the Minister's Office to individual members of staff within Central Office and in the field. Despite the undoubted pressures of day-to-day routine, they have found the time to provide information and to review options. Now that the Plan is complete, we are confident that they will apply similar enthusiasm to its implementation and to the development of an improved way of life for the people with intellectual disabilities who reside in Victoria.

# LOCAL RESIDENTIAL SERVICE TEAMS

## A Model For Providing Residential Support And Developmental Programming To People With Intellectual Disabilities Who Live In The Community

### Definition

*A Local Residential Service Team is a specialised group of staff assigned to deliver direct support and developmental programming on a regular and pre-determined basis to people with intellectual disabilities who have a range of service requirements in a variety of community living settings within a defined geographical locality.*

The model is consistent with Section 5 of the Intellectual Disability Persons Services Act 1986 and in particular operationalizes the following principles:

- Intellectually disabled persons have the same right as other members of the community to services which support a reasonable quality of life;
- Every intellectually disabled person has a capacity for physical, social, emotional and intellectual development and a right to individualized educational and developmental opportunities and is entitled to exercise maximum control over every aspect of his or her life;
- The needs of intellectually disabled persons are best met when the conditions of their everyday life are the same as, or as close as possible to, norms and patterns which are valued in the general community;
- Services should promote maximum physical and social integration through the participation of intellectually disabled persons in the life of the community;
- Services generally available to all members of the community should be adapted to ensure access by intellectually disabled persons and specialized supplementary services should be provided to the extent required to meet individual needs;
- Services to intellectually disabled persons should be provided in such a manner that an individual need not move out of his or her local community or travel inordinately long distances to receive the services needed;
- Services to intellectually disabled persons should be sufficiently flexible in structure and organization to meet the varying needs of intellectually disabled persons in developing towards independence and to maximize the choices open to them;
- When some restriction on the rights or opportunities of an intellectual disabled person is necessary, the means chosen should be the least restrictive of the available alternatives having regard to all the circumstances.

### What Is The Model?

The Local Residential Service Team Model does not require that a person live in a particular building in order to receive professional service.

The service that the team offers is flexible and mobile—it is based at a local community office and can provide expert direct care support and developmental programming to anywhere from about 24 to 100 clients living in ordinary homes within a practical defined radius at any one time.

Should there be considerably more that 100 clients requiring support in a particular community, an additional team should be established. Allowing the service team not be grow too big insures a quality personal service to each client.

The Local Residential Service Team concept is to build its service to meet the specific and changing needs of the clients that reside in any particular community, rather than attempting to relocate them to a special facility that is remote to their natural home.

## How Does It Work?

First we need to look at the actual needs of registered O.I.D.S. clients in a particular community—this is done through individual client assessments (the General Service Plan (GSP) process). This will indicate how many staff are required to provide suitable support.

The staff will be directed to specific clients, according to their needs, by their team supervisor on an hourly, daily, weekly, monthly and/or a quarterly basis.

In a community there may be a home in which there are three or four residents with profound and/or severe disabilities. These people will undoubtedly require 24 hour a day support on a long term basis. Another kilometre away there may be parents with a baby or a child with an intellectually disability. This child and family require several hours of support each day. Later they may only need help at particularly demanding hours of the day. A few minutes away in another part of town there may be a young person of say, 20 or 30 years of age living in a flat. This person can generally look after himself but lacks a few basis skills, such as how to use a telephone, how to cook something other than what comes in a tin, and maybe needs improvement in some social attitudes.

At first, a team staff member may need to spend many hours a day with this client but, as skills develop the need for depending on support diminishes. This client's need for support of some sort may never completely disappear but, it may lessen—and from time to time may even increase if he or she is facing an especially demanding period or in his or her later years. Whatever the case, the flexibility of the team will allow this person to receive the support he/she needs, when it is required.

## Who Manages A Service Team?

Other than the Office of Intellectual Disability Services (CSV/OIDS) there are many other groups or organisations that may take up this option of service delivery. For example they can be:

- Local Government;
- local Committees of Management;
- community groups/service organisations;
- any interested group of citizens.

The organisation establishing this type of service would operate under a Funding and Service agreement.

The local Regional CSV/OIDS office would act as a resource and be responsible for the monitoring of the Agreement as well as individual case management of the clients concerned.

## Community Complement

Organisations establishing Residential Service Teams should find that the concept easily fits in with and often enhances other services already being provided locally.

Local Councils will find that this program could slot in with their existing community services alongside Family Day Care, Infant Welfare, Domiciliary Services, HACC, Meals-on-Wheels and Community Aid Volunteers programmes.

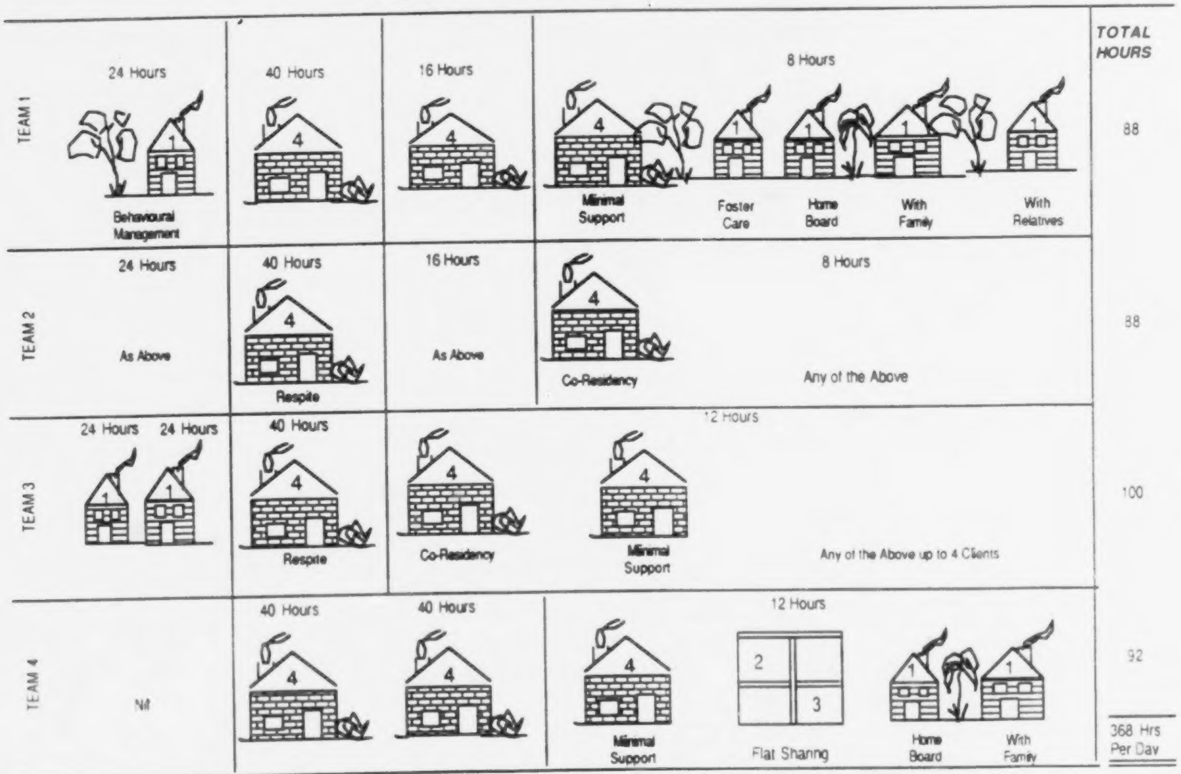
The Service Team Programme provides a vehicle for communities to further support their own citizens. In some cases it will help to "bring back home" some of it's members who have been living in remote State institutions because local residential support services were previously inadequate.

## What Could A Service Team Look Like?

Because a Service Team is based on supporting individual needs of people and because there are no two people who are exactly alike, no two Service Teams will be exactly alike and as clients' needs change, the "look" of any one Service Team will change with them.

The following illustrations are intended only to be examples.

A SECOND EXAMPLE OF A SERVICE TEAM

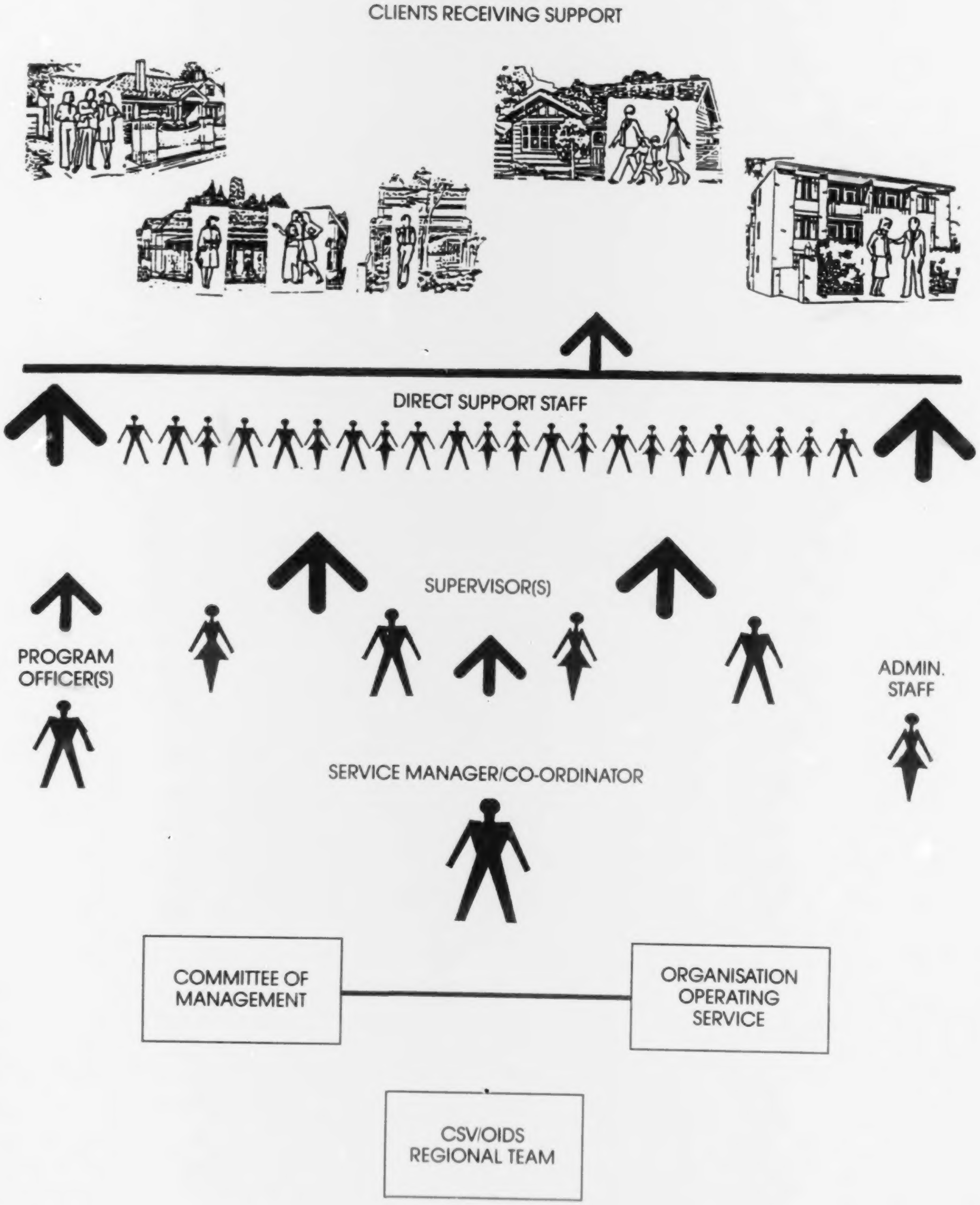

TOTAL HOURS
TEAM 1
24 Hours
1
Behavioural Management
40 Hours
4
16 Hours
4
8 Hours
4
Minimal Support
1
Foster Care
1
Home Board
1
With Family
1
With Relatives
88
TEAM 2
24 Hours
As Above
40 Hours
4
Respite
16 Hours
As Above
8 Hours
4
Co-Residency
Any of the Above
88
TEAM 3
24 Hours
24 Hours
1
1
40 Hours
4
Respite
12 Hours
4
Co-Residency
4
Minimal Support
Any of the Above up to 4 Clients
100
TEAM 4
Nil
40 Hours
4
40 Hours
4
12 Hours
4
Minimal Support
2
3
Flat Sharing
1
Home Board
1
With Family
92
368 Hrs Per Day

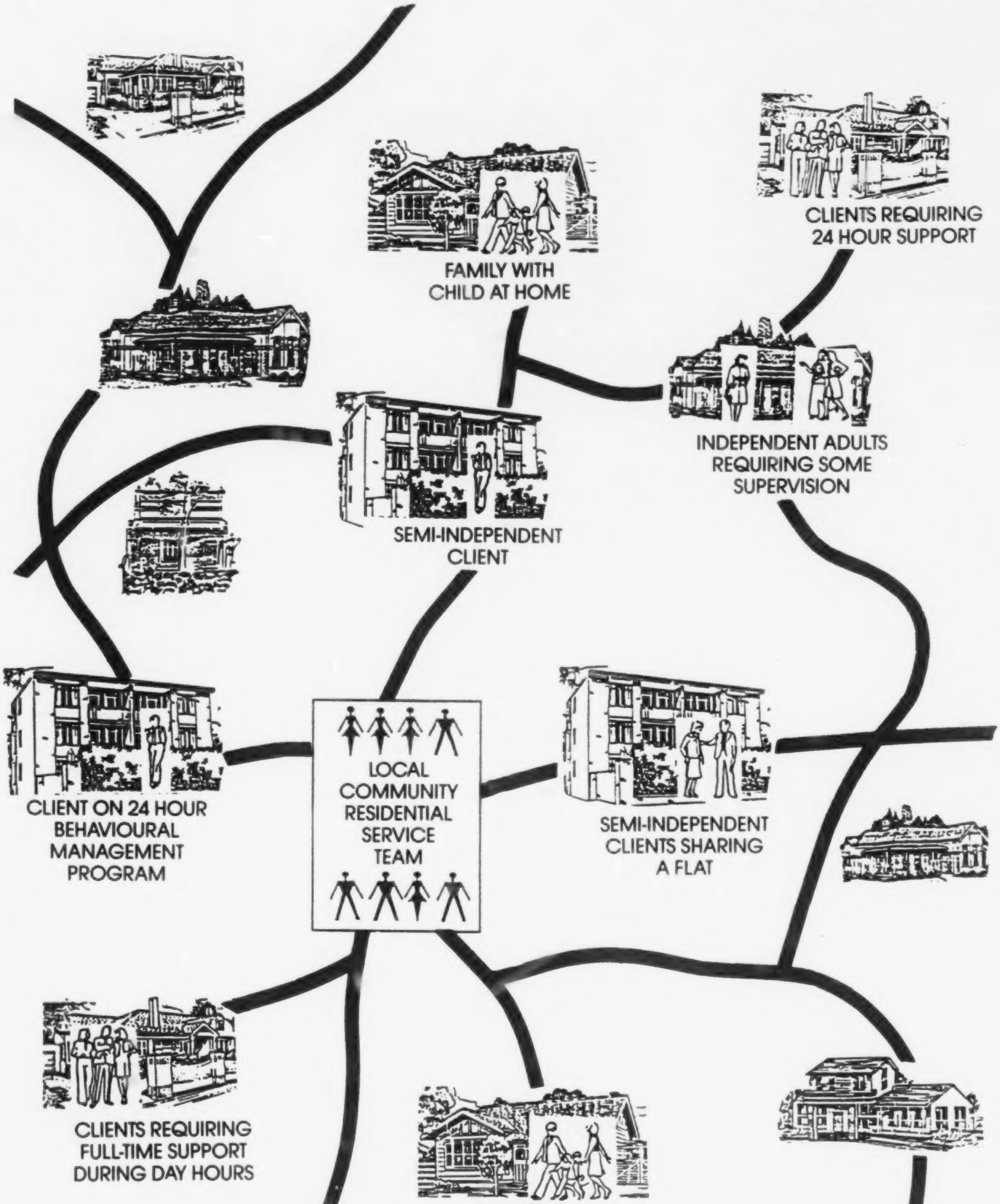
These would depend upon the needs in the service team's geographical locality, and availability of the accommodation.

This example is made reference to throughout this paper

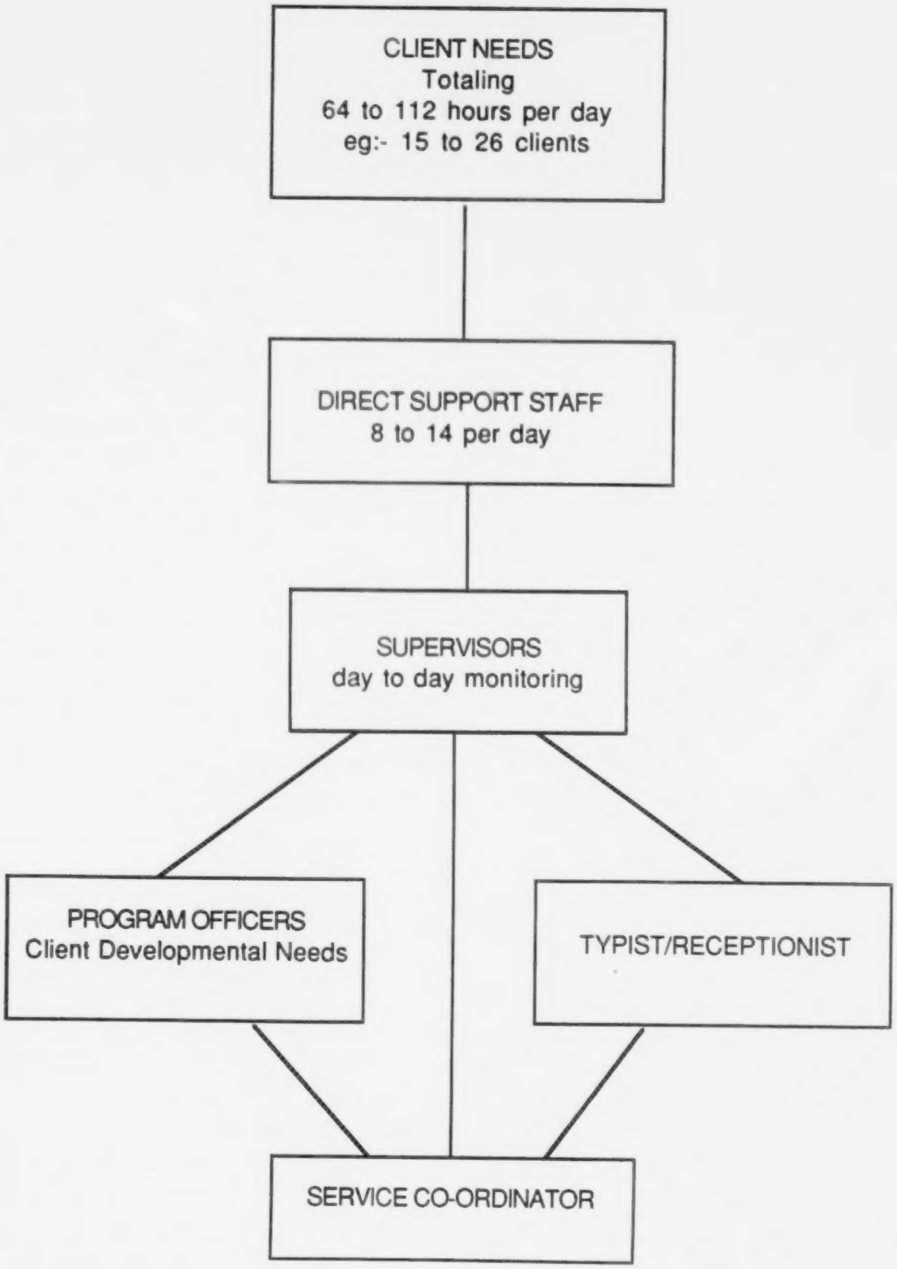
*NOTE: The number shown in the house represents the number of clients living in the house*

# SERVICE TEAM STRUCTURE

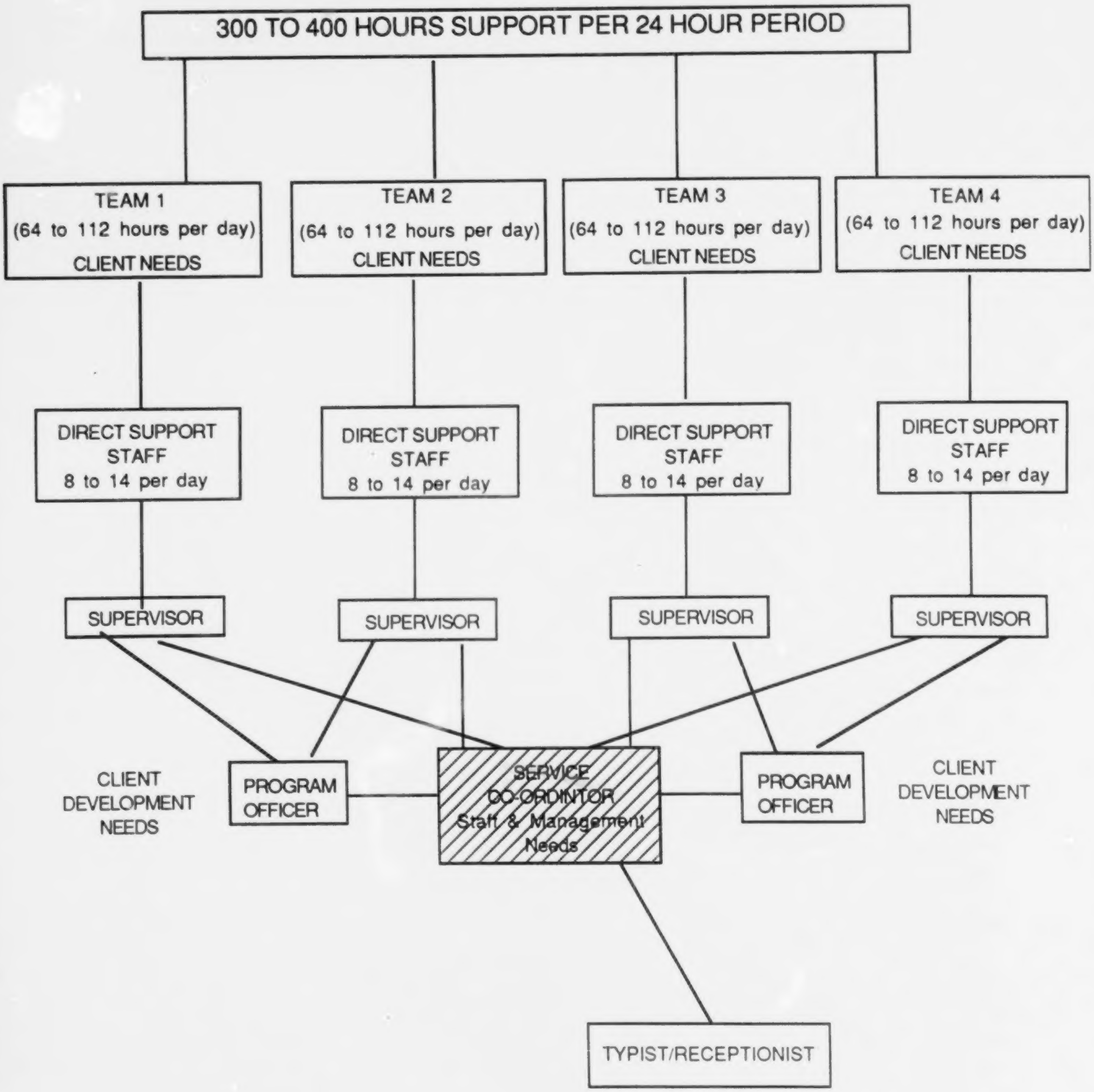

CLIENTS RECEIVING SUPPORT
DIRECT SUPPORT STAFF
SUPERVISOR(S)
PROGRAM OFFICER(S)
ADMIN. STAFF
SERVICE MANAGER/CO-ORDINATOR
COMMITTEE OF MANAGEMENT
ORGANISATION OPERATING SERVICE
CSV/OIDS REGIONAL TEAM


CLIENTS REQUIRING
24 HOUR SUPPORT
FAMILY WITH
CHILD AT HOME
INDEPENDENT ADULTS
REQUIRING SOME
SUPERVISION
SEMI-INDEPENDENT
CLIENT
CLIENT ON 24 HOUR
BEHAVIOURAL
MANAGEMENT
PROGRAM
LOCAL
COMMUNITY
RESIDENTIAL
SERVICE
TEAM
SEMI-INDEPENDENT
CLIENTS SHARING
A FLAT
CLIENTS REQUIRING
FULL-TIME SUPPORT
DURING DAY HOURS
FAMILY WITH
CHILD AT HOME
CLIENTS REQUIRING
24 HOUR SUPPORT

# INTERNAL SERVICE FLOW CHART
# of the
# Smallest Effective Size


CLIENT NEEDS
Totaling
64 to 112 hours per day
eg:- 15 to 26 clients
DIRECT SUPPORT STAFF
8 to 14 per day
SUPERVISORS
day to day monitoring
PROGRAM OFFICERS
Client Developmental Needs
TYPIST/RECEPTIONIST
SERVICE CO-ORDINATOR

# INTERNAL SERVICE FLOW CHART
## (Largest Workable Size)


300 TO 400 HOURS SUPPORT PER 24 HOUR PERIOD
TEAM 1 (64 to 112 hours per day) CLIENT NEEDS
TEAM 2 (64 to 112 hours per day) CLIENT NEEDS
TEAM 3 (64 to 112 hours per day) CLIENT NEEDS
TEAM 4 (64 to 112 hours per day) CLIENT NEEDS
DIRECT SUPPORT STAFF 8 to 14 per day
DIRECT SUPPORT STAFF 8 to 14 per day
DIRECT SUPPORT STAFF 8 to 14 per day
DIRECT SUPPORT STAFF 8 to 14 per day
SUPERVISOR
SUPERVISOR
SUPERVISOR
SUPERVISOR
CLIENT DEVELOPMENT NEEDS
PROGRAM OFFICER
SERVICE CO-ORDINTOR Staff & Management Needs
PROGRAM OFFICER
CLIENT DEVELOPMENT NEEDS
TYPIST/RECEPTIONIST

### Housing Help

Research and Development of the CSV/OIDS Ten Year Plan Project has come up with a number of housing options, including a client home ownership co-operative program which could also assist local people with intellectual disabilities.

### In Short

The Local Residential Service Team program offers citizens with intellectual disabilities an opportunity to move closer towards enjoying the rights and freedoms that most of us enjoy in our home communities.

It further provides them with the chance to improve their personal skills to a point where many will be able to make a contribution to their community for the first time.

As need be, a Residential Service Team can grow from supporting about 24 clients to a maximum of 100 .

As clients become less dependent, new clients can receive support.

**Developed by the Community Services Victoria/Office of Intellectual Disability Services Ten Year Plan for Services Redevelopment Project Team in Consultation with Consumers and Staff of O.I.D.S. Services and Interested Community Groups**

# APPENDIX B

# AN EQUITY
# HOUSING
# CO-OPERATIVE

# AN EQUITY HOUSING CO-OPERATIVE SYSTEM TO PROVIDE HOUSING FOR PEOPLE WITH AN INTELLECTUAL DISABILITY IN VICTORIA

## Overview

The proposal involves the establishment of some incorporated organisations owned by people with an intellectual disability. These organisations in turn would own and manage properties providing accommodation (housing) to people with an intellectual disability and who are shareholders of the organisations (see Figure 1).

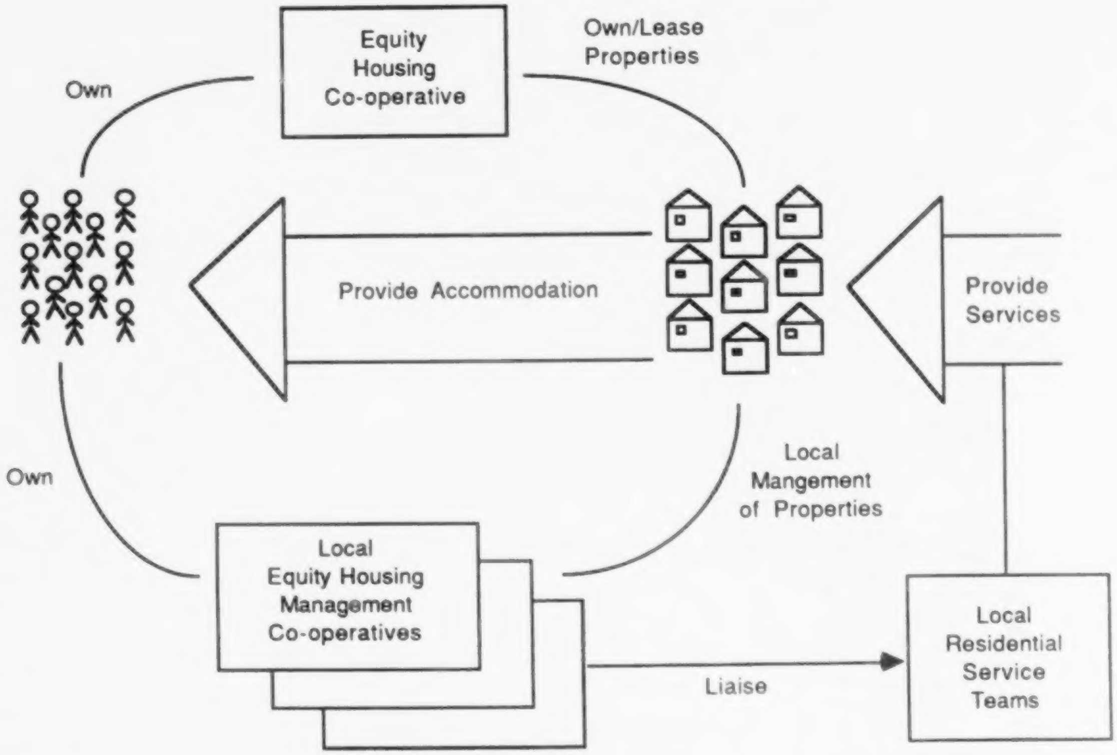

Equity Housing Co-operative
Own/Lease Properties
Own
Provide Accommodation
Provide Services
Own
Local Mangement of Properties
Local Equity Housing Management Co-operatives
Liaise
Local Residential Service Teams

*Figure 1: Overview of Equity Housing Co-operative System*

Two types of organisations would be established.

- A single "Equity Housing Co-operative" (E.H.C.) incorporated under the Companies (Victoria) Code. The E.H.C. would raise the money required to acquire properties and deal with most of the financial issues associated with the system.
- Up to twelve locally based Equity Housing Management Co-operatives (E.H.M.C.) which could be incorporated under either the Companies (Victoria) Code, the Housing Act, Co-operation Act or the Associations Incorporation Act. The E.H.M.C.'s would manage the properties on a local level and liaise directly with Local Residential Services Teams which are being established separately to assist people with intellectual disabilities to live independently in the community.

## Finance

The E.H.C. will raise the money needed to purchase properties in a number of ways. In general these can be considered under four headings:

- Equity;
- From Government;
- By borrowings;
- By receipt of gifts or donations.

Funds will be sought in such a way as to achieve an affordable average cost of funds.

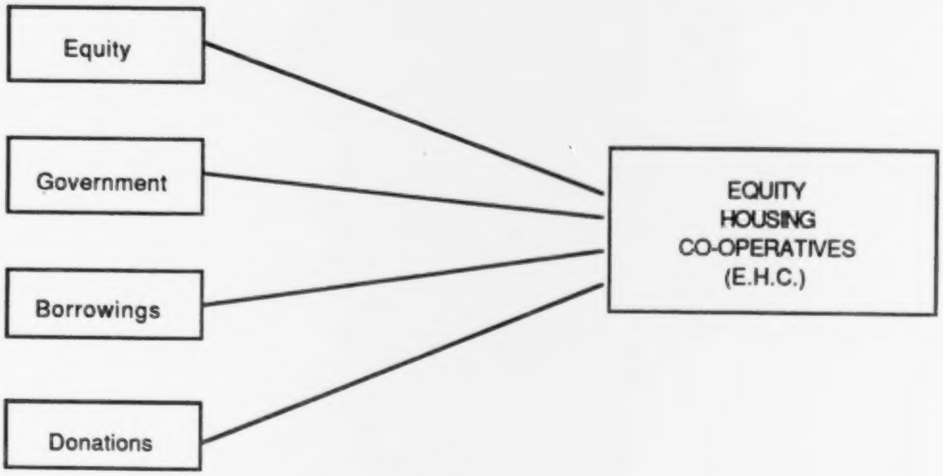
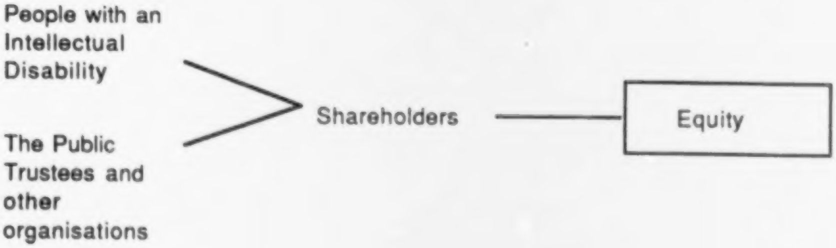

Equity
Government
Borrowings
Donations
EQUITY
HOUSING
CO-OPERATIVES
(E.H.C.)

*Figure 2: Source of Finance*

## Equity


People with an Intellectual Disability
The Public Trustees and other organisations
Shareholders
Equity

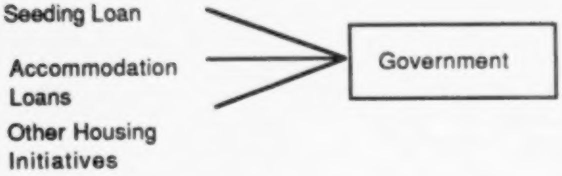
Shareholders in the E.H.C. will provide the equity base to the system.

No dividends will be paid on shares, however, shareholders may receive annual bonus shares reflecting any net increase in the assets of the E.H.C. as they occur.

There will be a requirement for all people with intellectual disabilities being "housed" to be shareholders. They may, however, hold differing amounts of shares depending on their personal circumstances and location.

Organisations, and other people without an intellectual disability may become shareholders but will not be eligible for accommodation.

## Government


Seeding Loan
Accommodation Loans
Other Housing Initiatives
Government

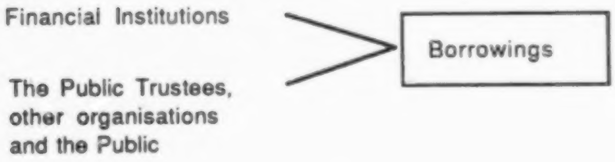
Government is expected to provide an initial interest-free seeding loan to the E.H.C. to establish a liquidity base and to launch the initiative.

Government is expected to make further interest-free loans to the E.H.C. based on the number of accommodation units being provided for people with intellectual disabilities.

The E.H.C. may also use other funds made available by government for housing initiatives in the same way as other housing organisations. Attempts should be made in particular to secure an allocation of Federal-State Housing funds on 53-year low interest terms.

N.B. Government is expected to contribute to the revenue requirements especially during the initial three year establishment stages.

## Borrowings

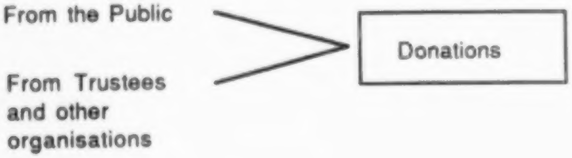

Financial Institutions
The Public Trustees, other organisations and the Public
Borrowings

The E.H.C. will be able to borrow money using a variety of methods including Mortgage loans, Unsecured loans and Debentures on a variety of terms and from a variety of sources.

The objective would be to borrow as cheaply as possible.

Possible sources of loans would include Financial Institutions; Individuals; Trustees; and other organisations supportive of the concept.

## Donations


From the Public
From Trustees and other organisations
Donations

The nature and purpose of the E.H.C. is expected in time to attract various gifts and donations, in the form of either money or property.

Depending upon particular circumstances gifts or donations may be accepted directly into the E.H.C. and form part of the asset base or be channelled through another body and merely utilised by the E.H.C.

## Properties

The E.H.C. is expected to acquire properties in a variety of ways (see Figure 3).

- By purchase of properties including buildings. Purchases could be financed by exchange of shares in the E.H.C. to the value of the property or by cash payments.
- By accepting houses donated to the E.H.C.
- By leasing properties either from the public or from the State or Local Governments.
- Once the E.H.C. is established properties may also be provided by joint venture agreements:
    - The Ministry of Housing and Construction, Project Partnership or Rental Housing Co-operative Program.
    - With Local Government.
    - With private property developers—development of institutional sites in part exchange for a number of homes.
- The E.H.C. may also become involved in providing fee for service property management to people with intellectual disabilities who are existing property owners but require assistance.

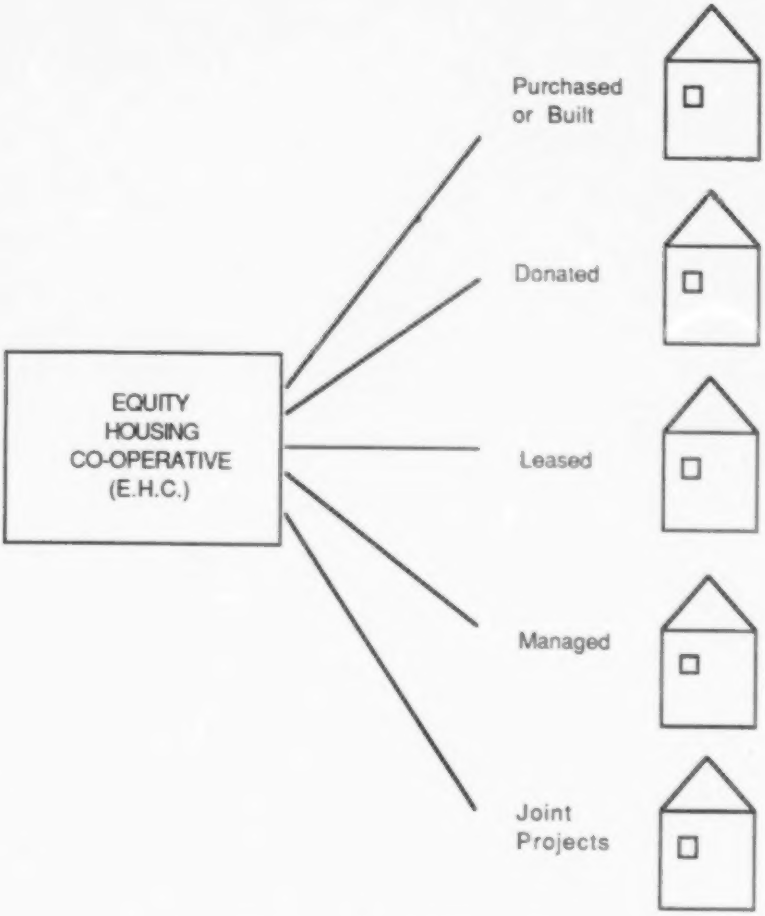


*Figure 3: Property Acquisition*

### Property Management

The Local E.H.M.C.'s will provide local management of properties in their areas.

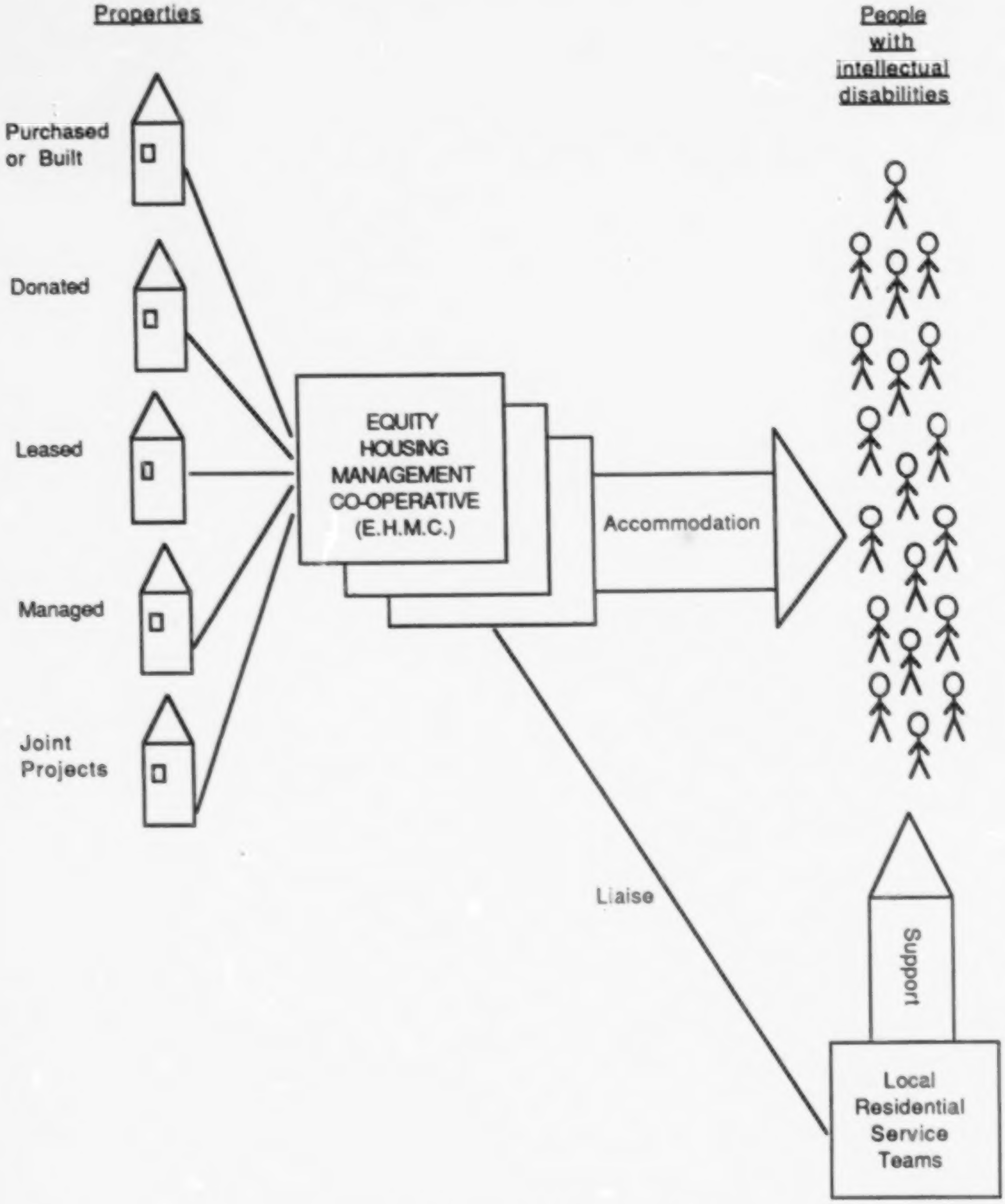

Properties
Purchased or Built
Donated
Leased
Managed
Joint Projects
EQUITY HOUSING MANAGEMENT CO-OPERATIVE (E.H.M.C.)
Accommodation
People with intellectual disabilities
Liaise
Support
Local Residential Service Teams

*Figure 4: Management of Properties*

Working in close liaison with the local residential service team the E.H.M.C. will identify people in need of accommodation; arrange for the purchase by the E.H.C. of appropriate properties and oversee the ongoing management/maintenance of properties.

Accommodation charges will be collected directly by the E.H.C. which will pay property rates, insurance, etc.

The E.H.C. will provide a budget to the local E.H.M.C. for general maintenance and administrative expenses.

## Operating Costs

The operating costs of the system on an ongoing basis will be funded from monies received by way of accommodation charges, other internal income and from government.

Operating expenses can be considered under various headings.

| | |
|---|---|
| Property related | rates<br>taxes<br>insurance<br>maintenance |
| Finance related | the interest payable on debts |
| Furniture and household items | replacement of certain furniture and household items |
| Administrative | associated with the cost of operating the system |
| Other costs | taxes and duties e.g. Land Taxes, stamp duties. |

The accommodation charges will be set to cover costs related to Property, Finance, Household Furniture and some basic Administrative matters.

Items such as land taxes and stamp duties are expected to be reimbursed by government until exemptions can be established. Government is also expected to assist with some of the administrative expenses associated with the system.

Accommodation charges will be set to ensure that all expenses are met but not to generate any surplus.

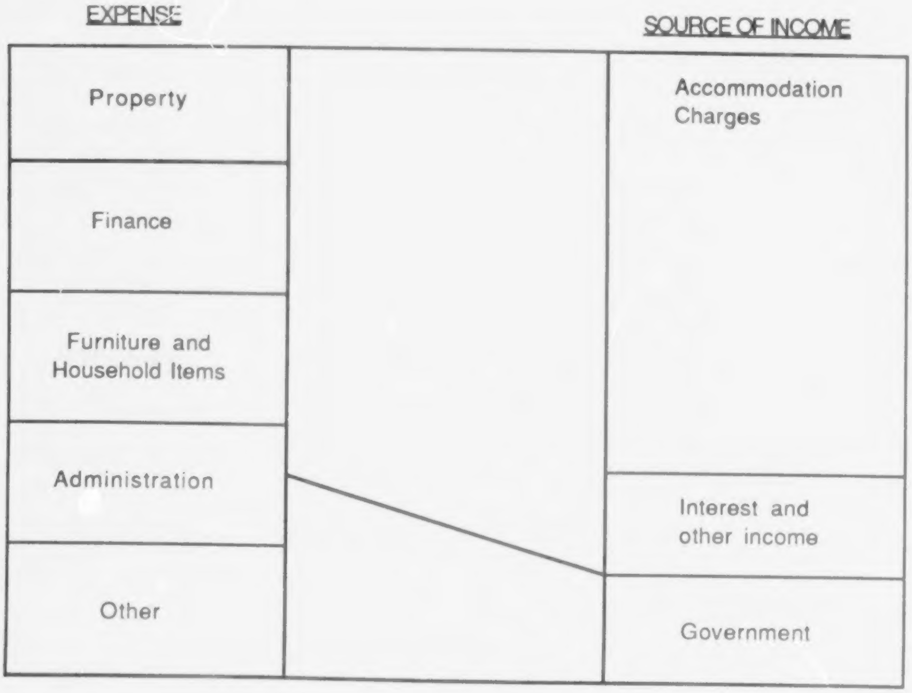

EXPENSE
SOURCE OF INCOME
Property
Finance
Furniture and Household Items
Administration
Other
Accommodation Charges
Interest and other income
Government

Figure 5: Source and Use of Funds

## Establishment of Properties

Government is expected to provide funds to purchase basic furniture and household items for each property and for any special property renovations that are necessary to equip the properties for occupation. Replacement of items will be funded from a reserve created from amounts included in accommodation charges.

## Maintenance of Properties

The accommodation charges will include amounts to cater for minor maintenance.

Major maintenance expenditure will be funded as a capital item.

## Equity Participation

The net assets of the E.H.C. will belong to its shareholders, each participating in proportion to their shareholdings. As the debts of the E.H.C. are repaid and assuming that the value of properties increases then the investments made in the E.H.C. by shareholders will increase.

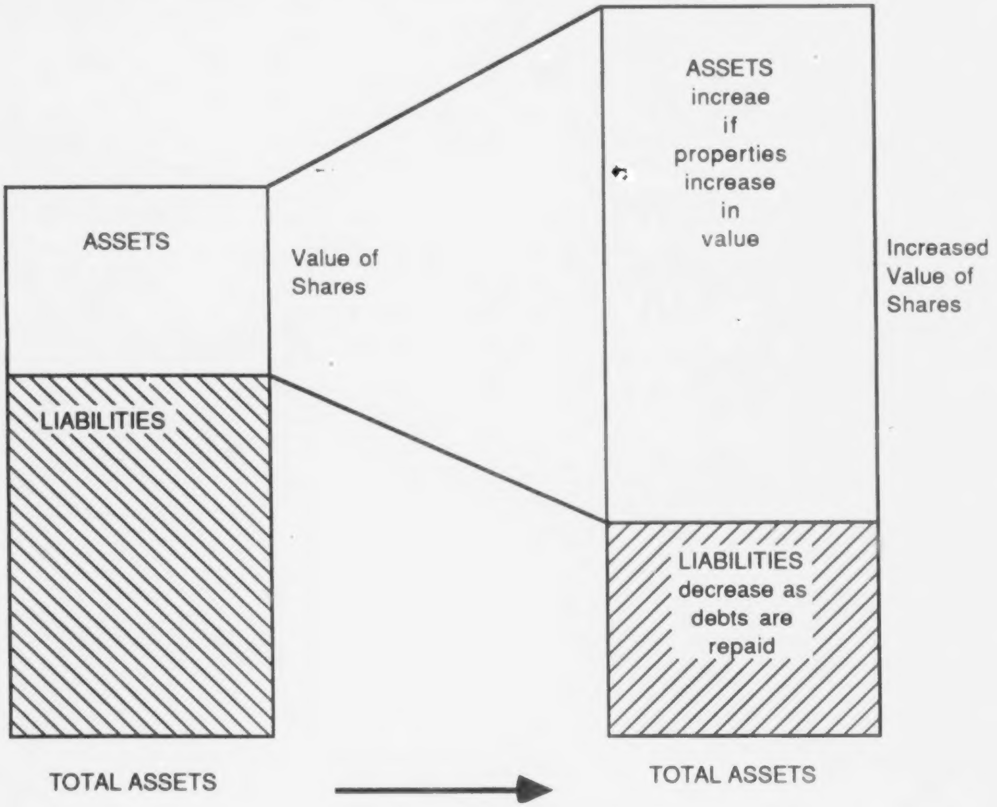

ASSETS
Value of Shares
LIABILITIES
ASSETS increae if properties increase in value
Increased Value of Shares
LIABILITIES decrease as debts are repaid
TOTAL ASSETS
TOTAL ASSETS

*Figure 6: Equity Participation*

Shareholders will be able to sell their shares to realise their investment in total or in part.

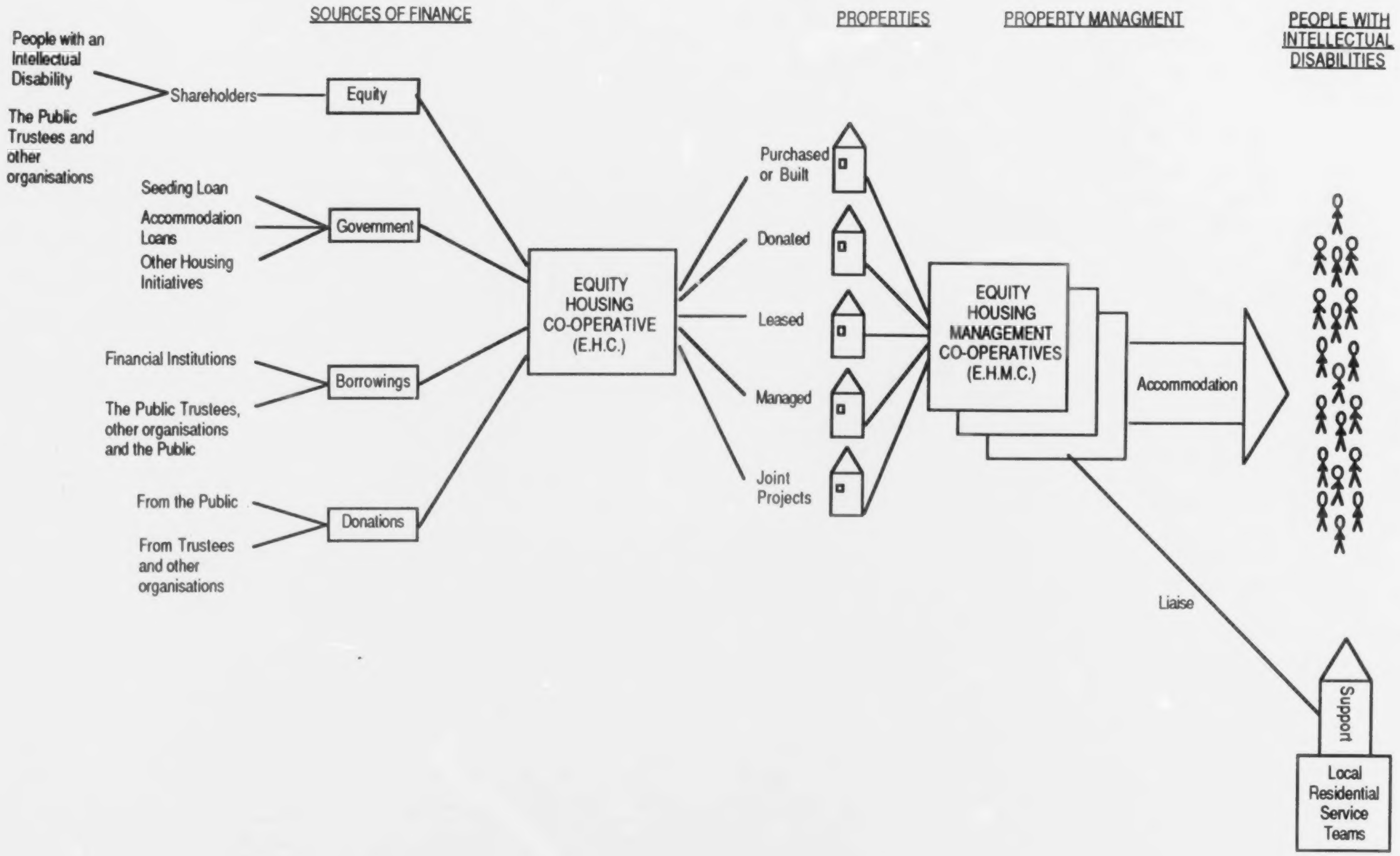

SOURCES OF FINANCE
PROPERTIES
PROPERTY MANAGMENT
PEOPLE WITH INTELLECTUAL DISABILITIES
People with an Intellectual Disability
The Public Trustees and other organisations
Shareholders
Equity
Seeding Loan
Accommodation Loans
Other Housing Initiatives
Government
Financial Institutions
The Public Trustees, other organisations and the Public
Borrowings
From the Public
From Trustees and other organisations
Donations
EQUITY HOUSING CO-OPERATIVE (E.H.C.)
Purchased or Built
Donated
Leased
Managed
Joint Projects
EQUITY HOUSING MANAGEMENT CO-OPERATIVES (E.H.M.C.)
Accommodation
Liaise
Support
Local Residential Service Teams

*Figure 7: Equity Housing Co-operative System - Ten Year Plan*

## Establishment Process

The proposal Equity Housing Co-operative system will be established from an initial project being set up based in Sunbury.

The Sunbury project will allow the Equity Housing Co-operative organisation and one Equity Housing Management Co-operative organisation to be established. Only a few properties will be purchased initially. However, as the demand increased and the ability of local service teams develop, additional properties will be acquired. (A separate report has been prepared dealing in detail with the Sunbury project).

The Sunbury project will allow the E.H.C. to negotiate appropriate sources of finance, enter into joint ventures and to clarify certain issues.

Amongst the issues that are to be addressed are:

- Exemption from land taxes.
- Access to funds held by Trustees.
- Access to housing funds administered by State and Federal Governments.
- Access to Ministry of Housing programs.

After a short establishment period it is expected that the system will be capable of providing as many as 100 homes a year.

The following financial information provides an indication of the scope of the system.

In preparing these figures it should be noted that certain assumptions have been made and that as there can be no guarantee that these assumptions will be realised in practice. The final outcomes may be different to those projected. There is, however, a great deal of flexibility in the concept: for example, increases in average equity level would reduce the needs for borrowings. Higher numbers of donated or leased properties reduce the demands for capital.

## Capital Needs

| Properties | Number of Properties | At a Capital Cost of | Number of People Accommodated |
|---|---|---|---|
| 1. Purchased or built | 70 | 7,700,000 | 230 |
| 2. Donated | 5 | — | 15 |
| 3. Leased | 10 | — | 35 |
| 4. Managed | 5 | — | 15 |
| 5. Joint Venture | 10 | 220,000 | 30 |
| | **100** | **$7,920,000** | **325** |

*Notes: Average cost of properties $110,000/Capital input to Joint Venture properties 20%/Average number of people accommodated in each property 3.25.*

This demand for funds could be met as follows:

| | |
|---|---|
| $2,950,000 | from Government as $10,000 loans based on the number of accommodation units being provided. 295 has been used as the 30 units provided by joint venture activity would already receive some government input via the M.O.H. |
| $2,275,000 | from shareholders equity an average level of $7,000 has been used for each persons being accommodated. |
| $2,500,000 | from Borrowings $1,000,000 at say 6.5%<br>from State Federal Government housing funds $1,500,000 at say 13% raised from financial institutions |
| $250,000 | from receipt of gifts or donations. |

Other costs would include:

| | |
|---|---|
| Provision of Household items and furniture 100 @ $8,000 | $800,000 |
| Reimbursement of property acquisition costs including stamp duties * 70 @ $2,690 | 88,300 |
| Contingency for vacancy fund | 180,000 |
| Reimbursement of Land Tax * | 319,000 |

* These items would be reduced if the Equity Housing Co-operative was granted exemptions from taxes.

The reimbursement of land tax would be an annual commitment whilst the other items are once off expenses.

Accommodation charges which would average approximately $43 per week would provide income to pay

Property related to—Insurance
—Rates
—Maintenance.

Finance—Interest on borrowings.

Furniture and Household items replacement.

Some administrative costs.

The accommodation charges would be calculated to ensure the overall viability of the system.

# [illegible]

# COMMUNICATIONS
# SPECIALIST
# [illegible]
# SERVICES

# GOVERNMENT STATEMENT ON FUTURE DIRECTIONS FOR SPECIALIST CHILD AND FAMILY SERVICES

*All Victorian children have the right to a range of services which will ensure that their needs for physical health, social and emotional well-being, educative and creative growth experiences are met. There are children and families who have additional needs, who require extra services, care and support to achieve their potential. Some of these children will need ongoing specialist services on a long term basis whereas other children may require specialist input for specific periods only. It is a major concern of this Government that the rights of these children and their families should be guaranteed and protected.*

*The Government acknowledges that there is currently a range of high quality specialist services available throughout the State. However, a number of reviews in the area of child and family services have highlighted that more efficient delivery of these programs has been frustrated by poor co-ordination across administrative structures, and by the difficulties of integrating and maximising available resources. It was these findings which prompted the Government to establish Community Services Victoria, bringing into the new Department a range of services from the then Health Commission.*

*The Government considers that the inadequacies of existing service delivery will be addressed more effectively by the co-ordination of the specialist services resources provided by Community Services Victoria, Health Department Victoria and the Ministry of Education in every region of the State at present. Further 'machinery of government' changes are not proposed as it is anticipated that effective planning mechanisms will ensure that the quality of life and opportunities for children with additional needs are enhanced.*

Specialist child and family services are those statewide, regional and local services which identify and meet the additional needs of infants, children and young people, aged from birth to 18 years. These needs may arise from:

- delay and/or disturbance of physical, sensory, language, cognitive, emotional or social development;
- disability related to physical, sensory, language, cognitive, emotional or social development;
- the risk of maltreatment, neglect or abuse.

Services vital to the Government's policy objectives are provided not only by the Departments of Health, Community Services Victoria and the Ministry of Education but by those other State Government Departments whose services impact on the health and well being of families. A variety of essential child and family services are also provided by local government and the non-government sector. The Government support the key role of local government in the planning, management and co-ordination of local services, and wishes to involve this sector in the co-ordination process at the highest level. It seeks also to develop the program of co-ordination in a way which ensures clear inter-relationships between specialist and universally available services.

A co-operative relationship with the non-government sector will be a high priority and is essential to the program of co-ordination.

## Principles for Provision of Specialist Child and Family Services

The goals and principles for all child and family services across Victoria will be based on the principles of social justice indentified by the Government as:

- equity, or fairness in the distribution of resources;
- access to services essential to quality of life;
- protection and extension of basic legal, social and political rights; and
- participation in decisions that affect peoples' lives and opportunities.

The Government is committed to ensuring that families and children with additional needs have the same right of access to universally available services as the rest of the population. In addition, a range of specialist service options will be available to ensure that the particular additional needs of a child and family are able to be met. Where possible, these specialist services available at present to support children with less common problems, will continue to be provided at the appropriate regional or statewide level.

Families, and care givers, have the right to have access to information and to be involved collaboratively with service-providers in decision-making. Further, it is recognised that adolescents, living independently or those who are in conflict with their family, may choose to liaise independently with service providers. Services should strive to achieve a balance between the needs and rights of the child or adolescent and the wishes of the parent or caregiver.

## The Program of Co-ordination

Through this Program the Government intends to achieve its objectives at local, regional and State level. For families with children who have additional needs, well co-ordinated services will mean that families can be given adequate information about the specialist services. Improved referral processes will make it easier for families to have access to the services their children need, ensuring more effective and comprehensive management for both the child and the family.

At the regional level the Program of Co-ordination will result in service providers having a clearer understanding of their role in the service system. They will work with a common set of objectives arising out of shared principles. The duplication of services should be reduced and services will be organised to ensure accessibility for families across the region. This may mean negotiating with service providers about issues such as their geographic boundaries and changes of target population. Gaps in services will be more easily identified and appropriate service development will be initiated.

At the State level coherent policies for specialist services will underpin the programs of the three Government departments and provide compatible service development. A Program of Co-ordination will ensure that practices and procedures continue to be consistent across the three departments and that a co-ordinated but flexible response can be made to regional and local needs. The Government recognises that effective service provision will be assured only if one agency has total responsibility for ensuring the program of co-ordination; the Government has named the Minister for Community Services as the Minister responsible.

An effective program of co-ordination will ensure that the Specialist Child and Family Services system contains the following components:—

- A range of early identification programs across the State;
- Specialist assessment, planning and management services;
- Specialist consultancy, support and training to service providers and those responsible for the management of children and adolescents who have additional needs;
- Community education and support programs to increase community understanding, acceptance and support of children with additional needs and their families;
- Systems for monitoring and review of specialist services;
- Planning mechanisms for specialist child and family services across the State;
- Strategies to address those wider issues in society which contribute to or exacerbate the problems of children with additional needs and their families.

The Government recognises that a range of specialist services are necessary to meet the additional needs of families. It is essential that agencies work together to facilitate access and continuity of service provision. Linkages must be established not only between specialist services but also between specialist services and those more generally used by the whole community. School, Pre-Schools, Child Care Centres, Infant Welfare Nurses (Maternal and Child Health) and the like need to be resourced in a way which enables them to offer their services to families where children have additional needs while at the same time ensuring that the child's needs are met by utilising appropriate specialist services. Educational resources and educational programs for parents and teachers will also be included.

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## Services to be Co-ordinated

To ensure continuity of service provision the Government has determined that the focus of planning and co-ordination shall include all specialist services available to children between the ages of birth and eighteen years.

The Government, in establishing a co-ordination framework for specialist services, recognises that these services will maintain existing auspices, locations and reporting responsibilities.

The following list indicates the types of services to be co-ordinated. This list is not exhaustive and the Regional Co-ordinating Committees will identify other relevant services.

**Community Services Victoria**

OIDS—Early Childhood and Children's Services
Early Intervention Programs
Infant Welfare Advisory Service
Visiting Child Health Nurses
Child Protection Services
Subsidised Services, e.g. Yooralla Society, Spastic Society, Deaf Society, RVIB etc.

**Ministry of Education**

Student Services (CG & CS)
Visiting Teacher Services—Hearing Impaired
—Visually Impaired
—Physically Disabled
Special Education Units
Integration Program
Special Developmental Schools—Early Intervention Program

**Health Department Victoria**

Hospital Paediatric Departments
Community Health Services—Child and Family Services
Child Psychiatry Services
School Medical Officers
School Nursing Service
Itinerant Physiotherapy Program
Audiology Program

**Local Government**

Maternal and Child Health Nurses
Pre-School Field Officers
Specific Home Help
HACC Funded Services
Early Intervention Programs

## Co-ordination Framework

The Government recognises that implementation of the policy directions for a co-ordinated delivery of specialist services at the regional and local levels cannot take place in isolation from the comprehensive range of general services available to every child and family.

In order to implement the Governments policy objectives of promoting more effective planning, management and co-ordination of services at a statewide, regional and local level, it is vital to develop structures which enable the program of co-ordination to be developed such that clear inter relationships between specialist and universalist services are determined.

## Statewide Standing Committee on Child and Family Services

The Government will establish a **Statewide Standing Committee on Specialist Child and Family Services.**

Membership of the Committee will comprise two representatives of each of the Director-General of Community Services, the Chief Executive of the Ministry of Education and the Chief General Manager of Health, two representatives from the Municipal Association of Victoria, The Victorian Trades Hall Council, and a person representing the three responsible Ministers.

The Ministerial representative will act as Chairperson of the Standing Committee.

The Standing Committee will report directly to the Minister for Community Services. A Joint Committee of the Ministers will consider the recommendations and issue directions to their Departments for implementation of their decisions.

### Terms of Reference

- To monitor and review the implementation of Government policy on the co-ordinated provision of all Specialist Child and Family Services;
- To continually monitor and advise the Ministers on trends and patterns regarding the adequacy of current service arrangements;
- To co-ordinate the procedures necessary to the achievement of Government policy objectives with regard to specialist services and ensure linkages with universal services;
- To consult with the Statewide Reference Group in the development of the approach to implementation of Government policy and on issues as they arise;
- To identify the priorities for resource allocation bodies for Children's Services.

## Statewide Reference Group

A Child and Family Services Statewide Reference Group, representing a range of community and service provider interests, will be established to reflect the interdependence between universal and specialist services in the planning and delivery of services to children with additional needs.

The Statewide Standing Committee will draw on the Reference Group for advice as to procedures and structures necessary to achieve implementation of Government policy of co-ordination of specialist services.

## Regional Co-ordinating Committee

The Government responds to the additional special needs of children and families through specialist services provided or funded by the Departments of Education, Health and Community Services. A Regional Co-ordinating Committee will be formed with the Directors of these Departments and a regional representative of local Government authorities. The Committee will be chaired by the Regional Director, Community Services Victoria.

The term 'regional' refers to the 18 State Standard Regions which are the basis for the regional organisation of Community Services Victoria, the Government Department with the major responsibility for management of the co-ordination process. Within the first twelve months the Regional Co-ordinating Committee will develop a regional program plan for Specialist Child and Family Services which will provide an account of how the work of the various agencies is continuing to meet the regional priorities of statewide goals.

### Terms of Reference

- To co-ordinate the program management of the three Regional Directors with a view to ensuring the most efficient and effective use of available resources, including chose of non-Government agencies, to meet local and regional needs within Statewide guidelines;
- To develop and implement the Regional Specialist Child and Family Program through shared principles, formal protocols, agreed procedures, co-ordinated staff development and service and funding agreements with all service/providers;
- To develop a shared view of regional needs and priorities for co-ordinated regional budget proposals;
- To ensure that open communication and direct linkages are established with the Statewide Standing Committee; such linkages to include establishment of a regular reporting schedule to the Chairperson of the Statewide Standing Committee on Child and Family Services.

## Regional Reference Group

One of the first tasks of the co-ordinating committee will be to ensure that existing expertise and established networks are drawn into the Regional Reference Group. This group will include representation of the three State regional offices, local Government, non-Government organisations, consumer interests and will provide a forum for the discussion of regional specialist services' issues. The Regional Co-ordinating Committee will seek advice from the Regional Reference Group.

### Terms of Reference

- To advise the Regional Co-ordinating Committee on regional needs, re-orientation of existing services and specific issues as they arise;
- To provide a forum for discussion of regional issues.

## Regional Program Co-ordinator

A Regional Program Co-ordinator will be employed by Community Services Victoria and will be accountable to the Regional Director, Community Services Victoria. This person will work to the Regional Co-ordinating Committee and will negotiate role and developmental agreements with all agencies providing specialist services to the regions in order to meet the objectives of the Specialist Child and Family Program within the regional context. The Regional Co-ordinator will also develop agreed mechanisms for receiving and channeling referrals to appropriate agencies for the particular service requirements of the child and/or family. The Regional Co-ordinator will work in co-operation with, and will be assisted by, officers from the Health Department Victoria and the Ministry of Education located in the region. Each Government agency will be responsible for the management of its own staff at the regional level and operate on clear working agreements with other agencies.

## Evaluation of the Program of Co-ordination

The Government acknowledges that ongoing monitoring and evaluation of service delivery is an integral part of the regional co-ordination process. The Government also recognises that regional differences in co-ordination structures will emerge after consideration of the most appropriate mode of operation of specialist services, for example, local areas may choose to establish local committees or build upon existing structures to address issues involved in the planning and development for additional needs groups as part of the universal system.

The Government will review the structures established in each region after three (3) years of operation.

## Conclusion

Through better co-ordination at local, regional and State levels, the Government is determined to strengthen the provision of specialist services to children and families.

For the family where a child needs a specialist service, information about services and referrals will be more readily available. Families will find it easier to negotiate appropriate management for their child's additional needs. Service providers throughout each region will be able to work in a way which contributes to the program of co-ordination through shared objectives and principles.

The Government is confident that this approach will enhance the quality of life and developmental opportunities of children with additional needs.

STATE TRUSTEES
THE PUBLIC TRUSTEE FOR VICTORIA

# STATEMENT FROM

# STATE TRUST CORPORATION OF VICTORIA

## CONTENTS

1. Introduction to State Trustees
2. State Trustees and the 10 Year Plan
3. Trustee Law and Responsibility to clients
4. Equity Housing Co-operative
5. Planning with individuals
6. Accommodation for intellectually disabled people who are currently living at home with older parents
7. Guardianship and Administration Board
8. The Role of State Trustees as Administrator
9. Summary

## INTRODUCTION TO STATE TRUSTEES

1. The State Trust Corporation of Victoria (known as the State Trustees) was established by the State Trust Corporation of Victoria Act as the successor to the Public Trustee on 2 November, 1987.

2. The Corporation provides a comprehensive range of trustee, executor and administrator services for all Victorians. Persons who have a disability have always been its special responsibility, and the Corporation provides specialised financial, property management and related services to this sector of the community.

3. Over 700 people who have an intellectual disability use the services of the Corporation. These services include income collection, payment of accounts, property management, investment and taxation advice and the preparation of all necessary legal documents. As administrator of the financial and legal affairs on behalf of its clients, the Corporation consults with clients, their relatives and service providers to ensure that their funds are managed in their best interests.

4. Clients of the Corporation have a wide range of needs and an equally varied financial position. The funds held for clients who have a intellectual disability total $20 million. Individual assets range from receipt of pension only to very large estates.

5. All funds held are in the name of and on behalf of the clients of the Corporation. When a client no longer requires an administrator, the funds are returned to the client. If a client dies the funds are paid to the executor of the will for distribution to the rightful beneficiaries.

6. The Corporation charges fees and commissions determined by the Directors of the Corporation and approved by the responsible Victorian Government Minister, who is the Attorney-General.

7. The Corporation is financially autonomous and receives no funds from government for the cost of its operations.

## STATE TRUSTEES AND THE 10 YEAR PLAN

8. The Interim Report on the 10 Year Plan identified that there are several millions of dollars in trust funds and other investment accounts managed on behalf of intellectually disabled persons through the Office of Intellectual Disability Services offices and the Corporation.

The Report suggested that these funds could be applied to common purposes, such as the development of housing options.

9. The Office of Intellectual Disability Services and the 10 Year Plan Consultants approached the Corporation to advise them of the best way of putting the funds to work.

## TRUSTEE LAW AND RESPONSIBILITY TO CLIENTS

10. As a trustee the Corporation is responsible for protecting the interests of its clients. This means that any plan to assist in the development of housing must ensure that each client benefits from the application of his or her funds, and that no other person benefits (other than incidentally) This might mean each individual making their own arrangements, or several clients with similar needs and interests coming to a joint arrangement.

11. There are many ways in which the Corporation, acting in consultation with and on behalf of its clients, care providers, and the Office of Intellectual Disability Services can ensure that funds are used for the benefit of clients. The Corporation is moving from a passive, protective role to a much more proactive, imaginative and client-oriented one.

## EQUITY HOUSING CO-OPERATIVE

12. A Working Party comprising officers of the Corporation and the Office of Intellectual Disability Services was established to make investigations into the possibility of establishing a housing fund to enable housing loans to be obtained at affordable rates.

13. The Working Party identified a wide range of existing sources from which people could obtain housing funds. It was recommended that the appropriate housing arrangement should be pursued for each individual. Some of the possibilities suggested were individual ownership, shared ownership or membership of a common equity co-operative scheme.

14. A proposal to establish an Equity Housing Co- operative for people with intellectual disabilities has now been developed as a part of the 10 Year Redevelopment Plan. The Corporation views this proposal as a highly positive means for individuals to invest their funds in home ownership and meet their accommodation requirements. The equity held by individuals in the Co-operative secures a good investment and puts funds to work for the benefit of the individual.

15. The State Trust Corporation of Victoria is willing to support the Equity Housing Co-operative in a number of ways. This is in the context that the responsibilities of the trustee can be adhered to, that the Co-operative operates in a manner consistent with the co-operative principles and that the rights of individual clients as set down in the Guardianship and Administration Board Act are respected.

16. Support for the Equity Housing Co-operative in its capacity as administrator on behalf of individual clients has already been stated. As the duly appointed administrator of an individual's legal and financial affairs the Corporation is able to act on behalf of individuals to join the Co-operative and to assist those clients to participate in the Co-operative.

17. The Corporation is also available to be appointed with responsibilities related to the Co-operative as a whole. This is a separate role from acting on behalf of individuals.

18. This includes appointment to manage and invest funds not required for the immediate purposes of the co-operative (i.e. custodian trustee as outlined in S 28 State Trust Corporation of Victoria Act 1987) and/or appointment as trustee

for commercial borrowings (as outlined in S 15 of the State Trust Corporation of Victoria Act 1987). Appointment in these roles would be a complementary role to that of the administrator. The responsibility would be to work in the interest of the client group as a whole.

19. The Corporation will continue to work with our clients and the Office of Intellectual Disability Services to ensure the success of the Co-operative.

## PLANNING WITH INDIVIDUALS

20. One of the ways the Corporation can assist in the development of options for people with intellectual disability is to work in conjunction with other service providers. The General Service Plan process set out in the Intellectual Disability Services Act is an opportunity for clients, families and service providers to develop concrete proposals affecting the lifestyle of the client. State Trustees, as administrator of a person's funds, can provide ideas and plans which most effectively put money to work for the individual.

## ACCOMMODATION FOR INTELLECTUALLY DISABLED PEOPLE WHO ARE CURRENTLY LIVING AT HOME WITH OLDER PARENTS

21. A second Working Party which the Office of Intellectual Disability Services invited the Corporation to participate in was given the task of examining the limited range of options available for people who are currently living at home with older parents and putting forward some proposals.

22. The services from the Corporation which were identified by the Working Party are:

    22.1 The Corporation together with the Office of Intellectual Disability Services should provide information on financial management and estate planning to the Office of Intellectual Disability clients and service providers.

    22.2 The Corporation should provide information on the use of trust funds such as family trusts or the establishment of a housing trust.

## GUARDIANSHIP AND ADMINISTRATION BOARD

23. The Guardianship and Administration Board is particularly important in the role of the Corporation. It is the Guardianship and Administration Board that makes the decision on whether a client needs an administrator and, if so, who is to be the administrator. The Board may appoint family members, solicitors or a trustee company, including State Trustees.

24. The advantage of appointing State Trustees is the independence from any particular family faction, the government guarantee for funds invested and the specialist knowledge in disability developed over many years experience.

25. The Guardianship and Administration Board has a continuing role in relation to clients of State Trustees. The Board will review on a regular basis all existing clients (i.e. those people whose affairs were already under the control of the Public Trustee) and all those where an administrator is appointed. The review is designed to ensure that the administrator is acting in the best interests of the client.

## THE ROLE OF STATE TRUSTEES AS ADMINISTRATOR

26. The responsibilities of an administrator are diverse. The legislation governing the work of an administrator is detailed and complex. For many years it was the view that the role was to control and preserve the person's assets with little reference to the particular situation of the client.

27. All of the changes in expectations for people who have a disability have had an impact on the role of administrator. It is now important to consider the wishes of clients and understand what the person's needs are to ensure that his or her funds are applied in their best interests. An administrator can initiate discussions with other service providers and ask questions about whether the person is receiving the best available services. State Trustees have been involved with many service providers in this way.

28. As administrator, the Corporation has been responsible for buying houses for clients and their families, employing professionals to provide needed services such as physiotherapy or teaching and assisting clients to buy the right equipment for their needs.

## SUMMARY

29. The Corporation has been actively involved in discussion with the Office of Intellectual Disability Service as plans for the future are being developed. The Corporation is committed to ensuring that future services are developed in the manner which is best suited to its clients. Our primary concern is to provide excellent trustee and administrator services to all Victorians. We have a particular interest and expertise in the development of services for people who have an intellectual disability.

# APPENDIX [illegible]

## [illegible] OF THE [illegible] ON [illegible] WITH GRAPHITE

# RECOMMENDATIONS OF THE WORKING PARTY ON VOCATIONAL SERVICES TO YOUNG ADULTS WITH DISABILITIES

*The following recommendations will form the basis for future work in the area of Vocational Services to Young Adults with Disabilities:—*

A. That principles i-x described in Section 5.1 be adopted and form the basis for policy and service guidelines for vocational services for people with disabilities in Victoria.

B. That individual Vocational Transition Plans be made available on request to all young adults, including young adults with disabilities during their last years at school in order to facilitate school to work transition.

C. That the careers teachers or other responsible person in each post-primary Ministry of Education School be provided with access to training and information to enable them to better assist young people with disabilities to make preferred vocational choices, and to support the management of these choices.

D. That work experience and work training programs currently available to secondary students in Ministry of Education Schools be made more flexible. Consideration should be given to extending work experience to up to 90 days per annum with an eligibility criteria specified that includes students with disabilities electing such programs.

E. That the General Manager (Schools Division) commence immediate negotiations with agencies including Community Services Victoria (O.I.D.S.) and TAFE to effect a transition of services and responsibilities for students over the age of 18 years and in attendance at Special Schools and Continuing Work Education Centres.

F. That TAFE ensure that all vocational courses are accessible to young adults with disabilities.

G. That a high priority be given to the implementation of the TAFE Board Disability Study including the allocation of necessary resources to achieve its recommendations.

H. That flexibility and specific support mechanisms be built into regular courses offered in TAFE Colleges to enable effective participation by students with disabilities.

I. That Community Services Victoria/Office of Intellectual Disability Services, TAFE and the Department of Labour and other relevant agencies co-operate to develop a program which will provide on-the-job training and support for young adults with intellectual disabilities.

J. That segregated courses offered by TAFE be time limited, have specific outcomes for participants and only be offered where there is no regular alternative.

K. That Community Services Victoria and the Ministry of Education clarify and specify their roles and responsibilities in the provision of independent living skills training.

L. That TAFE in its teacher training and in-service include compulsory units of disability awareness and strategies to address particular problems and needs.

M. That Community Services Victoria establish guidelines to ensure that the funding of non-government agencies to provide vocational services for young adults with disabilities is consistent with the principles given in Section 5.2.

N. That Community Services Victoria participate in the planning and development of generic vocational programs within the Department of Labour to enhance access and outcomes for people with disabilities.

O. That Community Services Victoria review the staffing required by Adult Service Sub-teams in order to provide sufficient resources for planning and support of adults living in the community who seek or undertake vocational training and/or employment.

**Definitions**

| | |
|---|---|
| Young Adult: | is defined as young people aged between 15 and 25 years of age. |
| Disability: | refers to an intellectual, psychiatric, sensory or physical impairment or combination of such impairments that is permanent or likely to be permanent and results in substantially reduced capacity of the person for communication, learning or mobility and the need for ongoing support services. |
| Vocational Service: | refers to any program or service which aims to develop, provide or support an individual in gaining or maintaining specific employment outcomes. |
| Competitive Employment: | is defined as award wage employment in regular worksites. |
| Supported Employment: | means paid work in a worksite that provides extra and ongoing employment support to perform in a work setting. |
| Segregated Employment: | refers to an employment situation where the majority of the workers are disabled. |
| Integraged Employment: | is a regular employment situation where the majority of the workers do not have a disability. |
| Regular School: | refers to State education facilities providing education services and programs for all children usually within the age range of 4 years 6 months—18 years and who reside in a specific local geographic area. |
| Special School: | refers to educational facilities established exclusively to meet the special needs of children with significant and special categories of disability. Special Schools provide for a relatively wide range spanning infants to young adults between the age of 16 to 21+. |

# APPENDIX F

# POPULATION ASSUMPTIONS

# POPULATION ASSUMPTIONS

*The Victorian population at the end of 1988 (the mid-point of the 1988/89 Financial Year) will be approximately 4.2 million. The CSV/OIDS Metropolitan Regions will have a total population approaching 3.0 million people and the Country Regions 1.2 million people.*

The annual rate of population growth (births plus immigration) in Victoria is expected to be 1.77% and the mortality rate 0.72%. Projected growth rates for individual regions are almost always over-optimistic and, for the purpose of the Plan, it has been assumed that growth will be uniform in each Region. The projected population figures for each Region are shown in Table 1.

The proportion of the population registered with CSV/OIDS as requiring intellectual disability services will continue at the rate of 0.241% in the Metropolitan Regions and 0.313% in the Country Regions with the exception of the Barwon Region, which has, historically and because of the dominant role which is played by Geelong, behaved in a manner similar to that of the Metropolitan Regions.

These rates take into account the location of the home communities of Training Centre residents and include those children assessed by the Ministry of Education as having an intellectual disability, but exclude those registered clients whose whereabouts are unknown. The projected population of "active" clients for each Region is shown in Table 2.

The distribution of the population of people with intellectual disabilities in Victoria by degrees of intellectual disability is estimated as:

| | |
|---|---|
| Mild | 78.3% |
| Moderate | 13.4% |
| Severe | 5.7% |
| Profound | 2.6% |

We have assumed there will not be any marked change in these proportions during the period of the Plan.

The CSV/OIDS "Detection Rate" (i.e. the proportion of people with intellectual disabilities registered with CSV/OIDS and whose whereabouts are known or who have been assessed by the Ministry of Education as having special education needs because of developmental delay) is 20% of those with a mild disability, 90% of those with a moderate disability, 97% of those with a severe disability and 99% of those with a profound disability. Again, we have assumed there will not be any marked change in these proportions over the next decade.

The result of applying the factors above is that the distribution of degrees of disability in the CSV/OIDS client population is

| | |
|---|---|
| Mild | 43.71% |
| Moderate | 33.67% |
| Severe | 15.43% |
| Profound | 7.19% |

Table 3 shows the projected population by degree of disability based on the above distribution.

The forecast age distribution of the CSV/OIDS client population is shown in Table 4.

The estimated number of clients on Regional Waiting Lists for accommodation is 1,415 (937 in the Metropolitan Regions and 478 in the Country Regions). This number may not represent the actual demand for accommodation because some clients may not have recorded their needs with CSV/OIDS Regional Services.

Similarly, some clients may appear on the lists of more than one Region or have obtained suitable accommodation through their own efforts or those of their families and not been removed from Waiting Lists. However, the number is indicative of the level of demand and has been used to derive the ratio in which accommodation is planned to be made available to those people currently residing in congregate care facilities and to those living in the community.

## Table F.1: PROJECTED POPULATION (000s), CSV/OIDS REGIONS

Rates of Change: Births + Immigration 0.0177% Deaths 0.0072%

| Region | 1988/89 | 1989/90 | 1990/91 | 1991/92 | 1992/93 | 1993/94 | 1994/95 | 1995/96 | 1996/97 | 1997/98 |
|---|---|---|---|---|---|---|---|---|---|---|
| Inner East | 431 | 434 | 437 | 440 | 443 | 446 | 449 | 453 | 456 | 459 |
| Inner Urban | 231 | 233 | 234 | 236 | 238 | 239 | 241 | 243 | 245 | 246 |
| North East | 377 | 380 | 383 | 385 | 388 | 391 | 394 | 397 | 399 | 402 |
| North West | 234 | 236 | 237 | 239 | 241 | 243 | 244 | 246 | 248 | 250 |
| Outer East | 423 | 426 | 430 | 433 | 436 | 439 | 442 | 445 | 448 | 452 |
| Southern | 370 | 372 | 375 | 378 | 380 | 383 | 386 | 389 | 391 | 394 |
| Western | 441 | 444 | 447 | 450 | 454 | 457 | 460 | 463 | 467 | 470 |
| Westernport | 484 | 487 | 491 | 495 | 498 | 502 | 505 | 509 | 513 | 516 |
| **Total Metropolitan** | **2990** | **3012** | **3034** | **3055** | **3078** | **3099** | **3122** | **3144** | **3167** | **3190** |
| Barwon | 211 | 213 | 214 | 216 | 218 | 219 | 221 | 222 | 224 | 226 |
| Glenelg | 102 | 103 | 103 | 104 | 105 | 106 | 106 | 107 | 108 | 109 |
| Central Highlands | 128 | 129 | 130 | 131 | 132 | 133 | 134 | 135 | 136 | 137 |
| Wimmera | 54 | 54 | 55 | 55 | 55 | 56 | 56 | 57 | 57 | 58 |
| East Gippsland | 62 | 63 | 63 | 64 | 64 | 65 | 65 | 66 | 66 | 67 |
| Central Gippsland | 148 | 150 | 151 | 152 | 153 | 154 | 155 | 156 | 157 | 158 |
| Northern Mallee | 77 | 77 | 78 | 78 | 79 | 79 | 80 | 81 | 81 | 82 |
| Loddon Campaspe | 161 | 163 | 164 | 165 | 166 | 167 | 168 | 170 | 171 | 172 |
| Goulburn | 145 | 146 | 147 | 148 | 149 | 150 | 151 | 152 | 153 | 154 |
| Upper Murray | 85 | 86 | 86 | 87 | 88 | 88 | 89 | 90 | 90 | 91 |
| **Total Country** | **1174** | **1183** | **1191** | **1200** | **1209** | **1217** | **1226** | **1235** | **1244** | **1253** |
| ***State*** | ***4165*** | ***4195*** | ***4225*** | ***4255*** | ***4286*** | ***4317*** | ***4348*** | ***4379*** | ***4411*** | ***4445*** |

## Table F.2: ESTIMATED CSV/OIDS CLIENT POPULATION

Metropolitan 0.241% Country 0.313% of Population
(excludes clients whose whereabouts are not known or are specified as not intellectually disabled)

| Region | 1988/89 | 1989/90 | 1990/91 | 1991/92 | 1992/93 | 1993/94 | 1994/95 | 1995/96 | 1996/97 | 1997/98 |
|---|---|---|---|---|---|---|---|---|---|---|
| Inner East | 1038 | 1048 | 1059 | 1071 | 1082 | 1093 | 1105 | 1116 | 1128 | 1140 |
| Inner Urban | 556 | 562 | 568 | 574 | 580 | 586 | 592 | 599 | 605 | 611 |
| North East | 909 | 918 | 928 | 938 | 948 | 958 | 968 | 978 | 988 | 989 |
| North West | 564 | 570 | 576 | 582 | 588 | 594 | 601 | 607 | 613 | 620 |
| Outer East | 1020 | 1031 | 1042 | 1053 | 1064 | 1075 | 1086 | 1098 | 1109 | 1121 |
| Southern | 891 | 900 | 910 | 919 | 929 | 938 | 948 | 958 | 968 | 979 |
| Western | 1062 | 1073 | 1085 | 1096 | 1107 | 1119 | 1131 | 1143 | 1155 | 1167 |
| Westernport | 1166 | 1179 | 1191 | 1204 | 1216 | 1229 | 1242 | 1255 | 1268 | 1281 |
| **Total Metropolitan** | **7207** | **7282** | **7359** | **7436** | **7514** | **7593** | **7673** | **7753** | **7835** | **7917** |
| Barwon | 510 | 515 | 520 | 526 | 531 | 537 | 543 | 548 | 554 | 560 |
| Glenelg | 319 | 322 | 326 | 329 | 332 | 336 | 340 | 343 | 347 | 350 |
| Central Highlands | 402 | 406 | 410 | 415 | 419 | 424 | 428 | 432 | 43 | 442 |
| Wimmera | 169 | 171 | 172 | 174 | 176 | 178 | 180 | 182 | 183 | 185 |
| East Gippsland | 196 | 198 | 200 | 202 | 204 | 206 | 208 | 210 | 213 | 215 |
| Central Gippsland | 465 | 470 | 475 | 480 | 485 | 490 | 495 | 500 | 505 | 511 |
| Northern Mallee | 240 | 242 | 245 | 247 | 250 | 253 | 255 | 258 | 261 | 263 |
| Loddon Campaspe | 505 | 510 | 516 | 521 | 527 | 532 | 538 | 543 | 549 | 555 |
| Goulburn | 453 | 457 | 462 | 467 | 472 | 477 | 482 | 487 | 492 | 497 |
| Upper Murray | 267 | 269 | 272 | 275 | 278 | 281 | 284 | 287 | 290 | 293 |
| **Total Country** | **3524** | **3561** | **3598** | **3636** | **3674** | **3713** | **3752** | **3791** | **3831** | **3871** |
| ***Grand Total*** | ***10730*** | ***10843*** | ***10957*** | ***11072*** | ***11188*** | ***11306*** | ***11424*** | ***11544*** | ***11665*** | ***11788*** |

The number of clients registering with CSV/OIDS will need to be carefully monitored each year. Marked changes from the projections included in this Report will need to be taken into account in the preparation of annual plans and targets to ensure that the supply of services is balanced with the demand.

The maintenance of an up-to-date client database, including recognition of the unsatisfied demand for specific services, is essential for this and other planning purposes and Regional Services staff must accept that keeping such a database current is an important responsibility which they must discharge.

### Table F.3: PROJECTIONS OF OIDS POPULATION BY DEGREE OF DISABILITY OVER PLAN PERIOD

| Degree of Disability | Mild | Moderate | Severe | Profound |
|---|---|---|---|---|
| Total Population | 78.30% | 13.40% | 5.70% | 2.60% |
| CSV/OIDS Detection Rate | 20.00% | 90.00% | 97.00% | 99.00% |
| Proportion of CSV/OIDS population | 43.71% | 33.67% | 15.43% | 7.19% |

| State-wide | 1988/89 | 1989/90 | 1990/91 | 1991/92 | 1992/93 | 1993/94 | 1994/95 | 1995/96 | 1996/97 | 1997/98 |
|---|---|---|---|---|---|---|---|---|---|---|
| Mild | 4691 | 4740 | 4790 | 4840 | 4890 | 4943 | 4994 | 5047 | 5100 | 5154 |
| Moderate | 3612 | 3650 | 3689 | 3727 | 3767 | 3806 | 3846 | 3886 | 3927 | 3968 |
| Severe | 1656 | 1674 | 1691 | 1709 | 1727 | 1745 | 1763 | 1782 | 1800 | 1819 |
| Profound | 771 | 779 | 787 | 796 | 804 | 812 | 821 | 829 | 838 | 847 |
| ***Totals*** | ***10730*** | ***10843*** | ***10957*** | ***11072*** | ***11188*** | ***11306*** | ***11424*** | ***11544*** | ***11665*** | ***11788*** |

### Table F.4: PROJECTION OF OIDS POPULATION BY AGE GROUP OVER PLAN PERIOD

| Client Age Groups | 0-5 | 6-16 | 17-20 | 21-40 | 41-60 | 61 + |
|---|---|---|---|---|---|---|
| 1988/89 Proportions | 7.19% | 19.40% | 10.81% | 44.54% | 13.78% | 4.29% |
| 1997/98 Proportions | 8.26% | 17.08% | 6.45% | 39.58% | 22.96% | 5.67% |

| Client Age Groups | 1988/89 | 1989/90 | 1990/91 | 1991/92 | 1992/93 | 1993/94 | 1994/95 | 1995/96 | 1996/97 | 1997/98 |
|---|---|---|---|---|---|---|---|---|---|---|
| 0-5 years | 770 | 806 | 837 | 863 | 886 | 907 | 924 | 942 | 957 | 972 |
| 6-16 years | 2082 | 2047 | 2022 | 2006 | 1996 | 1992 | 1993 | 1997 | 2004 | 2014 |
| 17-20 years | 1160 | 1059 | 980 | 919 | 872 | 835 | 808 | 787 | 772 | 761 |
| 21-40 years | 4779 | 4830 | 4854 | 4856 | 4843 | 4819 | 4787 | 4749 | 4708 | 4666 |
| 41-60 years | 1479 | 1644 | 1803 | 1956 | 2101 | 2238 | 2367 | 2488 | 2601 | 2706 |
| 61 years + | 460 | 457 | 461 | 472 | 490 | 515 | 545 | 581 | 623 | 669 |
| ***Totals*** | ***10730*** | ***10843*** | ***10957*** | ***11072*** | ***11188*** | ***11306*** | ***11424*** | ***11544*** | ***11665*** | ***11788*** |

# APPENDIX G

# A GLOSSARY OF TERMS

# GLOSSARY OF TERMS

*In a report of this type, it is inevitable that a number of terms will be used which are capable of different interpretations by different people. This glossary is provided to assist the process of interpretation and sets out the meanings attributed to those terms by the authors of the Report.*

| | |
|---|---|
| **advocates** | people who represent, or take action to support the rights of, individuals or groups within the community |
| **affirmative action** | a programme of positive action which may be supported by legislation and is designed to improve the access of a particular community group to services or environments, such as employment or leisure activities |
| **assessment** | the process by which the intellectual ability of a person is measured to form a basis for their eligibility to receive specialised services |
| **behaviour management** | a special programme custom-designed to increase desired social behaviour or decrease behaviour patterns which are regarded as anti-social using Learning Theory techniques |
| **brokerage** | the process whereby an individual or organisation develops contacts and bases for continuing relationships between clients and service-providers |
| **case management** | the process whereby the needs of clients are managed on a case-by-case basis and each client has an identifiable person who is responsible for ensuring that their specific needs are met |
| **client** | a person with an intellectual disability who is registered with the Office of Intellectual Disabilities and has been assessed as eligible for services |
| **community-based** | services which are located in, and integrated with, the local community |
| **community education** | the process of informing the community about the needs of, or services available to, particular groups of people |
| **Community Residential Unit Programme** | a service model in which a house is purchased by the Government and staffed to one of a number of fixed patterns. Clients are then selected for placement in the house but are neither tenants of the house nor have they the opportunity of purchasing the house |
| **congregate care** | the model of service provision in which people with intellectual disabilities receive services in a collective environment with little personal privacy |
| **developmental programmes** | programmes which are designed to assist a person to learn skills in activities of daily life |
| **ethnic groups** | minority groups of people having specific language or cultural differences from the majority |
| **family counselling** | a service aimed at advising the families of people with intellectual disabilities on approaches to handling the stresses of family life and to providing services which are helpful to the family member with a disability |
| **Funding and Service Agreement** | a contract between a funding organisation and a service-provider which defines the service to be provided in exchange for a specific level of funding |
| **generic services** | services in a specific field designed to be delivered to the whole of the community, such as public transport or health services |
| **incidence** | the proportion of births of people with intellectual disabilities |
| **integrated** | provided in an environment shared by people with diverse capabilities and backgrounds |
| **Local Residential Service Team** | a flexible team of staff providing residential and other services to clients who reside in a locality |

| | |
|---|---|
| **prevalence** | the proportion of the population with intellectual disabilities |
| **Respite** | a programme of support which provides relief for the family of a person with an intellectual disability from the stress of continuing care and support |
| **Private Training Centre** | an institution owned by a non-Government organisation and which provides accommodation and services on a segregated, congregate care basis |
| **segregated** | provided in an environment in which all the participants have similar capabilities or backgrounds |
| **Supplementary Family** | a family which shares the task of providing residential care for a child with an intellectual disability with the natural family but is neither a foster family nor an adopting family |
| **supplementary services** | specialised services which are additional to those available to the general community |

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